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HEADQUARTERS OFFICES AT 155 EAST SUPERIOR ST., CHICAGO

345 Misfagel ok n.

AUDITOR'S REPORT

NATIONAL MUNICIPAL LEAGUE BALANCE SHEET. As at March 31, 1924

Assets

Cash in bank and on hand		$4,821.66
Accounts receivable		93.71
United States Third Liberty Loan 4¼s		600.00
Furniture and fixtures, less depreciation		507.87
		$6,023.24

Liabilities

Accounts payable—trade		$1,696.81
Portland Fund		600.00
Surplus:		
Balance as at March 31, 1923	$3,066.54	
Add Excess of Income over Expenditure for the year ended March 31, 1924	659.89	
		3,726.43
		$6,023.24

REVENUE ACCOUNT
For the Year ended March 31, 1924

Revenues:		
Dues:		
Annual		$5,769.33
Sustaining		2,080.00
Contributing		600.00
		$8,449.33
Subscriptions to the REVIEW	$2,030.06	
Contributions	17,045.16	
Sale of REVIEW and other publications	3,229.35	
Royalties	218.08	
Charges for services, etc.	267.58	
Advertising	231.00	
Baldwin prize	100.00	
Interest on Liberty Bond—Portland prize	25.50	
Interest on bank balances	43.97	
		23,190.70
		$31,640.03
Expenses:		
Printing REVIEW	$6,935.92	
Salaries—officers	$9,056.66	
Salaries—clerks	5,519.00	
	14,575.66	
Postage, telephone and telegraph	1,531.02	
Printing and stationery	3,147.43	
Traveling	592.53	
Rent	2,195.88	
Sundry supplies, books, reviews, etc.	722.81	
Press clippings	259.71	
Research work, service, etc.	140.72	
Royalties	80.88	
Prizes:		
Baldwin	$100.00	
Portland	25.00	
	125.00	
Advertising	74.50	
Bank charges	2.90	
Miscellaneous expenses	538.75	
Depreciation—furniture and fixtures	56.43	
		30,980.14
Balance, being excess of income over expenditure		$659.89

CERTIFICATE OF AUDITORS

We have audited the books and accounts of the National Municipal League for the year ended March 31, 1924, and certify that the foregoing balance sheet and revenue account have been prepared therefrom, and, in our opinion, correctly present the financial position of the League at March 31, 1924, and the result of the operations for the year, subject to the reservation that credit has not been taken for dues accrued but not received, while on the other hand provision has not been made for unexpired subscriptions to the REVIEW.

MARWICK, MITCHELL & Co.,
Auditors.

40 Exchange Place, New York,
June 5, 1924.

NATIONAL MUNICIPAL REVIEW

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BILLBOARDS AND THE MOTORIST

BY HARLEAN JAMES
Secretary, American Civic Association

The growing resentment of motorists against billboards which despoil the landscape and increase the hazards of the road. :: :: ::

To one who travels by train from the tree-bordered streets of Washington to the cement, stone and bright lights of New York it must seem that the acme of ugliness has been reached in the procession of advertising signs which marches past the car window. In spite of all the earnest effort which has been exerted in this country during the past quarter of a century it is safe to say that outdoor advertising has increased in capital invested, in space covered by painted signs and posters, and in persons employed. This growth of importance on the part of the billboard people seems particularly discouraging to those whose eyes are constantly offended by florid recommendations of tobacco, razors, chewing gum and rubber tires. The tendency of the times to capture the attention of the public by aggressive insistence that the consumer *must* buy this or that seems at first glance almost impossible to combat.

But there is another impulse in this country which bids fair to outdistance the outdoor advertiser in capital invested, in space occupied and in persons employed, and that is the use of pleasure automobiles. The number of American families who motor over the highways of the land on every pleasant week-end and during vacation periods in summer must be legion. And the amount of money which is spent in hotels, tea-houses, and markets along the line of travel must come each year to quite a tidy sum. In the first flush of learning to guide the turning wheels the American public was thankful to find a smooth road, but with increasingly fool-proof mechanism, the eyes of the motorists are searching for something worth while to see.

Where do we find the congestion of motorists on pleasure bent? Most certainly along the scenic highways of the country or along roads leading to scenic points. And our sophisticated motorists are becoming more and more discriminating as they range further from home. Consequently we are finding that the billboards which were disapproved by a small band of nature lovers who could not exert a very potent influence to abolish them are now coming into disfavor with a con-

stantly-increasing army of motorists who have already expressed themselves in a few well-chosen words and who will undoubtedly speak more at length in the future.

WHY MOTORISTS DISLIKE BILLBOARDS

Why do motorists dislike billboards? In the first place, as has been indicated, the pleasure motorist is looking for beautiful scenery which, in spite of ax, hammer and billboards, still exists in considerable areas in the United States. Now, whatever may be said for what is recommended as an "artistic" billboard placed on a vacant lot between two commercial buildings in a dingy little town or a sprawling, ugly city at the awkward age, there is little to be said for painted boards placed in the foreground of magnificent water falls, stupendous mountain cliffs, or even of pleasant pastures and tree-strewn hills.

A number of years ago Punchbowl, an impressive volcanic crater of past ages which forms the background for the tropic green of Honolulu was covered, during the night, with a legend urging the use of a certain brand of soap. The next morning, when the indignant inhabitants beheld the misplaced advertisement, they became so vociferous that the transgressor was forced by the territory to spend painful days in scrubbing from the face of the rock all trace of the sign so easily painted during the night. Public opinion simply would not tolerate such a desecration.

Public opinion among motorists who ride for pleasure is crystallizing quite definitely in favor of protecting the scenic spots of the country from the disfiguring billboard. Already in many cities billboards are banned within a certain distance of park entrances. The national parks are protected from billboards within and State parks are usually protected from billboards within and without, at least so far as the state highways are concerned. Throughout the west there is a growing tendency to abolish billboards from the national forests, particularly those used for recreation. And these conditions have been brought about by broad-minded officials who reflected public opinion.

THE NATIONAL COMMITTEE FOR RESTRICTION OF OUTDOOR ADVERTISING

Basing its efforts on gains already made in protection of parks and wonders of nature and making full use of the principle of focusing an intelligent public opinion against the billboards, the National Committee for Restriction of Outdoor Advertising, headed by Mrs. W. L. Lawton of Glens Falls, New York, has succeeded in securing promises from seventeen national advertisers to "confine their outdoor advertising, so far as possible, to commercial locations." When pending contracts expire there should be a perceptible decrease in advertising in scenic locations, not because of the seventeen alone, but because other advertisers will question the wisdom of investment in advertising in places which seventeen companies of nation-wide reputation have seen fit to abandon.

Moreover it is fair to ask whether the "bottom has not fallen out of the outdoor advertising business" in scenic locations. The signs along highways are placed there to secure the patronage of motorists. If motorists become annoyed because of the insistence of the advertisers, the value of the location has disappeared, for, surely, no manufacturer would be so foolish as to spend money in order to alienate purchasers from his commodity to that of his competitor. The psychology of attracting buyers is a nice one and,

without any suspicion of a concerted boycott, the unpleasant impression caused by repeated signs in places which annoy motorists, cannot have any other result than that of converting, one by one, possible buyers into certain customers for other than billboarded goods.

The committee calls the attention of the public to the fact that the investment of public funds in highways is the basis of value to the billboard advertiser. Billboards on the open prairies, far from traveled roads, would have no value. When the people who have created the road investment see fit to protect that investment in roadside scenery as well as in the means of transportation there can be little doubt that the billboard along highways used for pleasure driving will prove unprofitable and so fall into disuse.

THE ELEMENT OF SAFETY

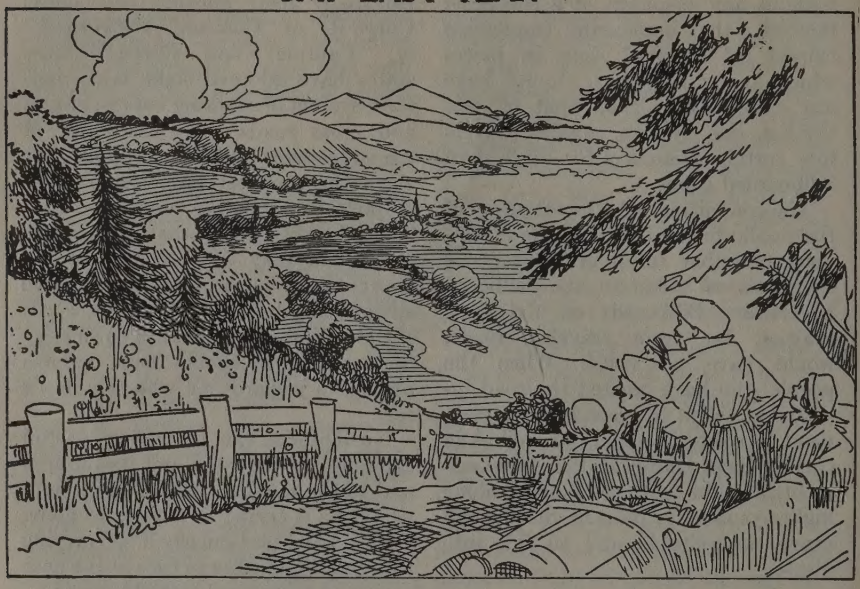
Along national and state highways, particularly, since these are used by many motorists unfamiliar with the locality, the element of safety enters into the billboard situation. A stranger who is diligently looking for direction signs along the roadside, often finds it difficult to separate direction and mile signs from the medley of offerings of unwanted articles which clutter the landscape. Much time, money and effort has been expended by cities, counties, states, national highway associations and automobile clubs to place signs along the roads which will prevent accidents. In Illinois, all cross roads along the national highways are marked "Look! Cross Road (so many feet) ahead," or "Look! Curve R." or "Caution! Cross road," or "Caution! Bad Curve." Most states have adopted some fairly uniform system of marking curves, grades and cross roads. Practically all of the states mark railroad crossings; but when the motorist has seen pictures of policemen holding aloft the word "STOP" only to find that sandwiches or gasoline may be purchased at the next corner; when he has found repeated advertisements quoting the exact words of the official signs, he is apt to slide by the very sign he should obey, perhaps placing in jeopardy all who ride in his car.

No motorist can be paying his full attention to the road and its hazards and to the moving traffic and its dangers if he is trying to read signs along the road and particularly if he is trying to ascertain whether to turn at the next corner or to proceed straight ahead.

And as for advertising signs at cross roads their menace to safety is so clear that it hardly seems necessary to discuss the need for removing all obstructing and all confusing signs at every cross roads in the entire country.

Quoting from memory I recall the words of a great philosopher who declared that "old errors do not die out because they are refuted; they fade out because they are neglected." When the outdoor advertisers learn that their possible customers neglect them because of the unpleasant psychology created by their obnoxious billboards they will certainly cease to purchase space on roadside billboards and the billboards will fall into disuse through lack of patronage.

THE MAGNIFICENT VIEW YOU DISCOVERED ON YOUR TRIP LAST YEAR—



And this year drove sixty miles out of your way to show to your friends

"Reproduced by permission New York Tribune, Inc. Copyright 1924."

TAXATION OF BILLBOARDS

BY MABEL NEWCOMER
Vassar College

Although prohibitive taxes would probably be opposed by the courts, repressive taxation will assist in controlling the billboards. Rates are much higher in Europe than here. :: :: :: :: ::

THE rapid growth of billboard advertising in recent years has brought a renewed demand for further regulation. Annual expenditures for such advertising are estimated to have increased from five million dollars in 1913 to sixty million dollars in 1923. This increased expenditure is partly the result of a better—and a more costly—type of advertising, but an increasing number of billboards is also in part responsible. And the need of control increases with the number of boards.

In many European cities outdoor advertising is closely restricted, and such as is permitted is heavily taxed. In this country the cities and states have regulated, but not seriously restricted, such advertising; and special taxes, where they exist, are comparatively small.

TAXES MAY SERVE TO CONTROL WHERE OTHER MEANS FAIL

Where regulation is desired direct prohibition or restriction is the most satisfactory method. All signs on or projecting into the public highway are clearly subject to regulation; and in a number of instances control has been extended to advertisements on private property,—even to the extent of prohibiting them altogether under certain conditions. But in spite of increasingly liberal court interpretation of the police power it has not yet been established beyond dispute that billboards which are merely unsightly, and not otherwise objectionable, are subject to further control. And it is quite possible in some cases that restrictive taxes may serve where other regulation fails.

Outdoor advertising in the United States is subject to the property, income and license taxes paid by all business, and occasionally a special additional tax is imposed. The typical special tax is a license of twenty-five, fifty or one hundred dollars on the company or billposter. This occurs in one or two states and in approximately one hundred and fifty cities. In a few cases this tax is obviously intended to be repressive. But when such a tax rises to four or five hundred dollars it serves to restrict the number of companies rather than the amount of business.

Any charge on outdoor advertising, whether for purposes of public revenue or restriction, should bear some relation to the value of the advertisement; and the value of the advertisement varies directly with the number of people who see it. This depends on the location as well as on the size and nature of the advertisement. The advertising company normally grades its charges according to the size and type of advertisement, and also according to the number of people passing within view of the board. A tax should be similarly graded. Thus

the rate should vary with the size of the board and the size of the city (as it does in France), and also with the location within the city. A billboard in the heart of the business district is clearly more valuable than one in a residence district; and a billboard at the head of a street or on a curve where it may be seen for several blocks is more valuable than a neighboring site with a more limited "area of projection."

GRADED TAXES RARE

Less than twenty cities in the United States grade their charges on outdoor advertising to correspond in any way to the amount and value of such advertising. Baltimore has a tax of ten cents per square foot on billboards. This amounts to twenty dollars for the ordinary twenty-four sheet poster, and rises to one hundred dollars on the largest boards. But this is exceptional. San Diego charges fifty cents per running foot in lieu of a general property tax. This amounts to ten dollars on the twenty-four sheet poster. Little Rock charges ten dollars per board regardless of size. Rates in other cities are three and one-half cents per square yard in Oakland, California; one-half on one cent per square foot in Dayton, Ohio; and one-quarter on one cent per square foot in Indianapolis. These are merely inspection fees. The first would yield eight dollars on the ordinary poster. The last would yield less than one dollar on all but the very largest boards. Outside of cities special charges are rarely placed on any billboard.

None of these taxes is heavy enough to restrict advertising or to yield any appreciable revenue; and none takes into account any of the factors influencing value, excepting only the factor of size. The taxation of advertising, either for revenue or for restriction is still an untouched field.

The amount of revenue which may be obtained from such taxes is necessarily limited, but there is every reason for developing them fully. In spite of restrictions outdoor advertising is a growing business and a profitable one. In so far as it is tolerated at all on the public highways the charges made can and should equal the full rental value of the site. If the charges now prevailing among advertising companies are any indication, such rental values frequently exceed one hundred dollars per year. Where the advertisement is on private property but in the public view a tax with a rate varying both with the size of the board and the rental value of the site should be imposed.

TAXES MAY BE REPRESSIVE

It is difficult to estimate what a restrictive rate would be or how much revenue might be obtained from properly graded charges, but it is worth noting that the usual rate in French cities on billboards of the size of those commonly used in this country is the equivalent of seven dollars per square foot, and under certain conditions even thirty dollars per square foot. These rates are undoubtedly repressive but not prohibitive. There is probably no tax in this country which exceeds ten cents per square foot and very few which are equal to one cent per square foot. So far as collections are concerned the total revenue from this source in cities of the United States with a population of 30,000 and over in some years has been less than the amount collected in Berlin alone. And in Berlin this sum represents rentals paid by advertising companies for the use of the city's advertising kiosks. Billboards are prohibited. Apparently appreciable revenues can be obtained even with important restrictions.

Taxation is not a substitute for other means of control. Heavy charges would reduce the number of billboards, but prohibitive charges probably would not be allowed by the courts. In cases where both the police power and the public boycott fail, however, a restrictive state or local tax offers a means of control which can hardly be neglected.

HOME RULE LEGISLATION ADOPTED IN NEW YORK

BY RAYMOND V. INGERSOLL
Secretary, City Club of New York

Unlike Pennsylvania, New York took advantage of her home rule amendment at the first opportunity by passing the enabling act here described. :: :: :: :: :: :: :: :: ::

NEARLY fifty years ago a commission appointed by Governor Tilden made a comprehensive and classic report on the government of New York state. This report contained a powerful indictment of the evils of special local legislation at the state capitol. Since that time municipal home rule has been a highly controversial subject in this state.

Some important concessions to the principle of home rule were made from time to time. Municipal elections were placed in odd numbered years so as to separate them from state and national elections. Provisions were made whereby each bill passed by the legislature amending a city charter was sent to the mayor of the city for approval or disapproval, though disapproval could then be overridden by a mere majority vote. Special legislative charters were enacted giving some of the larger cities, and especially to the City of New York, very large powers of local government though these powers were encumbered by a mass of detailed provisions such as have no proper place in a city charter. In recent years an act was passed under which smaller cities might choose any one of a number of specified forms of local government.

HOME RULE ENABLING ACT PASSES UNANIMOUSLY

In spite of these improvements the demand for fuller home rule has grown and in 1923 the legislature passed unanimously for the second time a resolution submitting to the voters the new home rule constitutional amendment. This amendment was overwhelmingly adopted at a referendum held in November, 1923, and it is a surprising fact that the home rule enabling act, framed for carrying it into effect, was this year passed unanimously by both houses of the legislature. To an extent this unanimous vote reflected confidence in the methods used by the commission which had drafted the act. It is only fair to say, however, that a large proportion of the legislators were completely mystified as to the scope and meaning of the constitutional amendment and the effect of the enabling act.

WHAT THE ACT PROVIDES

The constitutional amendment itself is unlike those adopted in many Western states in that it contains no full program for local action. It does direct the legislature to provide general laws under which every city may regulate its own affairs and manage its own business. The extent of the powers to be granted are described in broad general terms and it is provided that the legislature may confer such further powers beyond the language of the commandment as it may deem expedient. The most effective provision in the amendment is a negative one calculated to force the legislature to take action under the positive provisions. This negative clause reads as follows:

Section 2. The legislature shall not pass any law relating to the property, affairs or government of cities, which shall be special or local either in its terms or in its effect, but shall act in relation to the property, affairs or government of any city only by general laws which shall in terms and in effect apply alike to all cities except on message from the governor declaring that an emergency exists and the concurrent action of two-thirds of the members of each house of the legislature.

The most active home rule advocates saw advantages in this rather conservative method of constitutional amendment because of the great amount of litigation and conflict between local and general legislation which has arisen in states where detailed home rule legislation has been written into state constitutions. Such difficulties would be even more serious in New York State because, for obvious reasons, the web of local and general law has become so much more complex, particularly as affecting the City of New York.

The commission for drafting a home rule enabling act was very late in organizing and it never undertook a careful analytical survey of general laws, city charters and other local laws upon which the preparation of the statute should have been based. The commission proceeded, on the other hand, in a disinterested and non-partisan spirit and adopted an excellent method of preparing preliminary drafts, holding public hearings and then producing improved drafts. A very large proportion of the final text of the act was taken from the recommendations made from time to time by the City Club of New York and from suggestions made by other civic organizations.

The lack of preliminary survey prevented embodiment in the act of as full and specific expression of local powers as would be desirable. The commission, however, is to be continued for another year and no doubt the act will be considerably liberalized at the next legislative session. Many persons will be surprised when they discover the extent to which local action has thus far been limited. This policy, however, was approved by the best-informed friends of home rule in order to avoid uncertainty and conflict between local and state powers pending a careful working out of the problems involved. The limitations upon local action are largely affected by the somewhat narrow definition hitherto developed by the courts of the state of the constitutional phrase "property, affairs or government of cities" and are expressed mainly in the following paragraph of the act:

2. No local law shall supersede any provision of an act of the legislature relating to the property, affairs or government of cities which provision in terms and in effect applies alike to all cities, nor any provision of an act of the legislature which provision relates to matters other than the property, affairs or government of cities, whether in terms and in

effect applying alike to all cities or not, nor any provision of an act of the legislature enacted pursuant to article twelve of the constitution on an emergency message from the governor and by the concurrent action of two-thirds of the members of the legislature.

Only a few brief points in regard to the enabling act can be given here. Local legislative bodies are continued in their present form until changed by local action. In other words, some cities will continue to have a single chamber while others will have both a board of aldermen and a board of estimate and apportionment. As to matters already within local ordinance making powers, existing procedure may be continued. In other words, local ordinances may be passed by the board of aldermen with approval of the mayor without concurrent action by a board of estimate even where one exists. In all cities, however, having an elected board of estimate now dealing with city budgets and like matters the new powers delegated, that is, powers to amend city charters or to modify or supersede other laws which the state has enacted, must be exercised concurrently by the two local bodies. It is clearly contemplated in the act that in the process of local charter revision many of the detailed regulations which now encumber some city charters may be separated into an administrative code or in some like manner turned over into the realm of ordinance-making so that the boards of estimate, whose members have important administrative duties and great financial responsibilities, may not be overwhelmed with a mass of petty legislation.

NO INITIATIVE AND LITTLE REFERENDUM

A marked feature of the home rule bill is that no provision is made for popular initiation of local laws and that the provisions for popular referendum votes are very definitely restricted. This fact reflects an almost universal skepticism in New York State in regard to such free use of the initiative and referendum as has been developed on the Pacific Coast. This skepticism has been heightened by the fact already referred to that existing charters for our larger cities are full of a mass of detail which, at least until the adoption of brief charters, will produce a large volume of petty and technical local legislation little suited for determination by referendum.

The act contemplates that changes in the charter and other local laws will normally be made by action of the local legislative bodies. It is provided, however, that there must be a referendum vote upon any local law which:

1. Abolishes a branch of the local legislative body, or changes the form or composition of such body, or changes the voting power of any member thereof;
2. Changes the veto power of the mayor;
3. Changes the law of succession to the mayoralty;
4. Abolishes an elective office, or changes the method of removing an elective officer, or changes the term of or reduces the salary of an elective officer during his term of office;
5. Abolishes, transfers or curtails any power of an elective city officer, except for the purpose of transferring the powers or duties of one branch of the local legislative body to the other. or to some other local authority;
6. Creates a new elective office;
7. Changes a provision of law relating to public utility franchises;
8. Changes a provision of law relating to the alienation or leasing of city property;
9. Changes a provision of law relating to the membership or terms of office of the civil service commission of the city;
10. Reduces the salary of a city officer or employee which has been fixed by a state statute, and approved by the vote of the qualified electors of such city;
11. Provides a new charter for such city.

In addition it is provided that in

case of a petition signed and acknowledged by fifteen per cent of the qualified electors, which in New York City would mean more than 150,000 voters, any local law will be subject to a referendum which:

1. Dispenses with a provision of law requiring a public notice or hearing as a condition precedent to official action.

2. Changes a provision of law relating to public bidding, purchases or contracts.

3. Changes a provision of law relating to assessments for taxation or special assessments of property for improvements, or the exercise of the power of condemnation.

4. Changes a provision of law relating to the authorization or issuance of city bonds or other obligations.

5. Changes a provision of law relating to the auditing of the city's account.

6. Changes a provision of law relating to the maintenance or administration of a pension fund or retirement system in such city, in connection with the police or fire department of such city.

There are also a few matters catalogued concerning which the local legislative bodies may not under any circumstances amend or supersede any existing state statute. These matters have to do with limitations of bonded indebtedness and of tax levies, laws affecting public education, provisions of the tenement house law, powers of the state comptroller to audit municipal accounts, and one or two other subjects.

THOROUGHGOING CHARTER REVISION

A method for thoroughgoing charter revision based upon the report of a special commission is set forth in the act. This contemplates the passage of an act by the local legislature setting forth the manner in which a charter commission shall be appointed or elected and the submission of this act to the voters for approval or rejection. In case of approval the new charter proposed by the commission must itself go to a referendum vote.

Efforts were made to have inserted a provision under which the machinery for comprehensive charter revision by a commission might be set in motion upon petition by five per cent of the voters, but this was not adopted. Unsuccessful efforts were also made to cut down from fifteen per cent to five per cent the number of voters required on a petition for optional referendum on local laws dealing with the class of cases already referred to.

One wholesome result from the constitutional amendment has already shown itself in a great reduction in the number of local bills presented at Albany at the last session of the legislature. The state has taken a cautious but important step in the direction of more adequate local control of local affairs. The full effects of this new departure will not be known for several years.

THE ASSESSOR'S RECORD CARD

BY LUTHER GULICK
National Institute of Public Administration

What an assessor's record card should show. :: :: :: ::

WHAT information should the assessor's permanent real estate record card contain? It is taken for granted that every up-to-date assessment department will maintain as part of its system a separate record card or sheet for every individual piece of property which will show the essential facts both for the land and for the improvements on the land. The question therefore, is, what information is essential?

HAMILTON COUNTY CARD

A new record card has just been designed for installation in Hamilton county, Ohio, by the county auditor, William F. Hess, and his assistants. This card is reproduced herewith. It is to be used in connection with a complete reappraisal of the city and county which is being undertaken as a means toward a fairer and more adequate appraisal of property for taxation. Ohio is one of the states which has transferred the entire assessment of real estate to the county. It has been placed under the county auditor, who is in reality the head of the finance department of the county.

FEATURES OF OTHER CARDS

Similar real estate record cards or sheets have been used in a large number of cities. The best known examples are Cleveland, Buffalo, Wilmington, New Rochelle, Washington, Houston and Minneapolis. The forms which have been developed in these cities have been copied extensively.

An examination of these various forms shows two general types, one of which is very simple and one of which is quite complicated. The simple form is illustrated by the cards introduced in Newark in the pioneer days. It is a large card 11½ by 9½ inches, and presents a description of the land, giving location and dimensions and a description of the improvements which are to be written in by the assessor. There is provision for a record of unit land values, building unit factors and for the recording of information with regard to sale prices, rentals and mortgages. The other extreme is represented by the form developed by Mr. Sutton in New Rochelle. This is a page of a loose-leaf ledger 23 by 16 inches. This provides for a description of the land, an exhaustive description of the building, land value units, unit factors of building value, a map of the property and drawings of the buildings, extensive information on transactions, leases, mortgages, subsequent alterations, as well as the actual mathematics of the computations leading up to the final appraisal. Provision is also made so that the record sheet may be used for several years, the changing unit values and the resultant increases in the assessment are shown from year to year. All street and other local improvements are listed as well as restrictions contained in the deed or in zoning ordinances. The only features which might be added in New Rochelle are

photographs of every building and the architect's blueprints! The record cards developed in Houston, Cleveland and Buffalo and other cities fall in between the two types that have been described; they are, however, usually smaller in size, many of them being 4 by 10 inches.

THE SPECIFICATIONS

The general set up of the permanent record card will of course be controlled by local conditions in the different cities and by the purpose which it is to serve. In some cities all land is listed for taxation solely by block and lot number, while in others a complete legal description by metes and bounds is required. This will change considerably the set up of the card. In a few cities, again the permanent record sheet serves as the field book. It is the assessor's working document, and the tax list or duplicate is made up directly from the record sheet. Again a great divergence seems to come from the fact that in some cities the record card has been devised for use once and for all rather than as a continuing instrument.

On the basis of the experience of the more up-to-date assessment offices the following specifications for the real estate record card may be set up:

1. The card should be *simple* in design and *convenient* in size and arrangement. Many of the cards and sheets now in use are far too complicated. The work of appraising the real estate of a city is a wholesale job in which meticulous detail is neither necessary nor desirable. From the standpoint of arrangement, the upper right hand corner of the card or sheet should carry the information on the basis of which the card or sheet is to be filed. This would be the block and lot number, or tax map number, if the cards are to be arranged in the permanent file in accordance with the location of the property. It would be the name of the owner, if that is to control the arrangement. If the card is to be used as the field book and as the basis of the tax roll all of the material which is to be carried to the roll should be on the face of the card in the upper portion to facilitate copying.

2. There should be a *description of the land* just as it appears on the tax list. The street and number of the property and a cross reference which will identify the property on the tax maps are also essential.

3. The *name of the owner*, which must be kept up to date to be of value. In those states where the tax roll is arranged alphabetically by owners, the prompt indication of all transfers is essential.

4. The *unit land value* together with the percentage variations from the unit on account of long or short lots, corner influence, alleys, irregular contours, etc.

5. The nature of *local land improvements* such as pavements, sidewalks, sewers, water, etc.

6. *Description of the main and other buildings.* This should give only the facts which are essential in determining the general classification and condition of the building. It is at this point that some record forms call for a great deal of useless information.

7. A statement of the *building classification* to which each building is assigned and the *unit value* and factor of *depreciation* which is to be applied to the cubic or square footage, as the case may be, in arriving at the appraisal of the building.

8. In the case of all unusual properties, an indication of the methods of computation of land and building values.

9. *A record of information on values* where all facts with regard to transfers, mortgages, leases, fire insurance, liens, rentals, asking prices, special assess-

Twp. ... Corp. CINCINNATI Ward 16 Book 3 Plat 2 Parcel No. 118

Owner RICHARD ROE Street COLLINS No. 95

To JOHN DOE Date 4/15/24

To ... Date ...

To ... Date ...

To ... Date ...

Range	Town	Sec.	Quarter	Lot No.	FEET	Square	SUBDIVISION	Ac.	School
				3	75x128		ANDREWS No. 2		II

YEAR	UNIT	DEPTH %	OTHER %	LAND VALUE	BLDG. VALUE	TOTAL
1924	$75.00	110		$ 6,188.32	$ 8,780.00	$ 14,950
1925						
1926						
1927						
1928						
1929						
1930						
1931						
1932						
1933						

CLASS. S I Class 4

MAIN BUILDINGS

SIZE (Cu. or Sq. Ft)	UNIT	DATE	VALUE
1200 sq.ft.	$6.65	4/13/24	$ 7,980.00

OTHER BUILDINGS $ 800.00

" " ...

TOTAL - - - $ 8,780.00

MAIN BUILDINGS		OTHER BUILDINGS	SIZE	CONSTRUCTION	VALUE
Single X	Store	Garage	20X12	Frame 1918	$ 800
Double	Office				
Bungalow	Theater	Barns			
Duplex	Factory				
Apartment	Warehouse	Sheds			
Tenement	Public Garage				
Hotel	Bank	Office			
Row					

TOTAL $ 800.00

(front)

1. FOUNDATION—Stone, Concrete, Brick, Other.
2. BASEMENT—Full, Part, Cemented, Unfinished, None.
3. CONSTRUCTION—Frame, Brick, Steel, Reinforced Concrete.
4. FLOORS—Joist, Mill, Reinforced Concrete, Steel.
5. MATERIAL—Shingle, Siding, Lap, Drop, Wide, Stucco, On Frame, On Masonry, Brick, Solid, Veneer, Pressed, Common, Stone, Concrete, Terra Cotta.
6. ROOF—Flat, Hip, Gable, Mansard, Slate, Shingle, Tile, Metal, Composition, Concrete.
7. OUTSIDE TRIM—Wood, Stone, Metal, Terra Cotta, Wide, Narrow, Plain, Ornamental.
8. PORCHES—Front, Cement, Wood, Enclosed. Rear, Cement, Wood, Enclosed, Sleeping Porches, Solariums.
9. INSIDE FINISH—Hardwood, Pine, Metal, Other ...
   Hardwood Floors, Mantles, Cases, Etc. ...
10. ATTIC—Finished, Unfinished, No. of Rooms, No Attic.
11. IMPROVEMENTS—Sewer, Water, Gas, Electric.
12. PLUMBING—No. of Sinks 1 ... Toilets 2 ... Tubs 2 ... Baths Plain ... Baths Tiled 1 ... Showers ...
13. HEATING—Stove, Hot Air, Hot Water, Steam, Vapor.
14. MISCELLANEOUS—
15. CONDITION OF BUILDING—Good, Fair, Bad. Date Built 1914
    Unoccupied, Occupied, Owner, Tenant.

SIZE OF MAIN BUILDING	NO. OF ROOMS	STORIES	RENTS
30x40	8	2½	

REMARKS AND INFORMATION

Refused $15,000 11/20/23 B.W. Rpt.

Fire insurance on bldg. $7,500 Ins.Rept.1/10/24

Sold:cash $5,000 (stamps);mtg.$11,000 6%(p.155 Lib.213)

4/15/24 Trans. Enqu.4/17/24

(back)

HAMILTON COUNTY'S NEW REAL ESTATE RECORD CARD

This form is filled out by the real estate appraisers, in part while in the field examining the property and in part in the office. There is a separate card for every parcel. The card is 7½"x10½".

ments for local improvements, appeals, etc., may be recorded from time to time with dates and an indication of the source of the information.

10. And finally, the permanent real estate card or sheet should be designed so as to be a *continuing record*. Space should be provided for several transfers and for a change in unit land values, unit building factors, depreciation factors, and for the resultant changes in the value of the land, the building and the total. The best records now in use provide for a period of from four to ten years.

ADMINISTRATION ESSENTIAL

In closing it should be said that the best card in the world is worthless without efficient administration and that good management will produce effective results with an inadequate record card. A record card is merely part of the general assessment system. It is of value where by-guess and by-God methods are still in force, but its greatest value is where a systematic effort is being made to appraise land and improvements with the aid of units of value.

CIVIL SERVICE AND CITY MANAGERS

BY WILLIAM DUDLEY FOULKE

Civil service examinations are necessary to keep administrative appointments free from political pressure. :: :: ::

Some of the city managers are disposed to complain of the civil service law for the reason that it restricts their choice of subordinates and sometimes prevents them, as they think, from getting the best man for a particular place, thereby impairing the efficiency of the service. They are so completely conscious of the rectitude of their own motives in making appointments that anything which hampers them in their selection they consider an obstacle to the system. The very principle of the manager system, they say, is undivided power with complete responsibility and to be required to select subordinates from among the highest of the eligible list is a restriction of power and absolves them from such responsibility.

On the face of it there is apparently a good ground for this argument. The elimination of checks and balances in city government might seem to demand the elimination of civil service restrictions upon the power of appointment. If we could always be sure that the city manager would be selected only on account of his administrative qualifications, and would always keep an eye single to the appointment of the best man, a wider latitude might well be extended in making appointments, though even in this case competitive tests of qualifications and experience would be found most valuable in ascertaining who the best was among those from whom the manager was to make his selection.

Unfortunately our experience with politics forbids the inference that city managers will always be appointed on

account of their executive qualifications, or that even when so appointed they will always be influenced by the mere question of fitness and efficiency in appointing their subordinates. Managers have to be selected by somebody; they are usually appointed by the city commission and that commission is elected by the people; it is a representative body like the legislature, and more or less controlled by politics, either national, state or municipal; or if not by politics, often by personal considerations, quite apart from public efficiency. The manager is inevitably bound to consider whether the appointment of "A" in the department of public safety or "B" in the department of public health is likely to be agreeable to Commissioners "X," "Y" and "Z," or whether the appointment of the best man available may not imperil the tenure or destroy the influence of the manager himself. In many cases he is bound to yield to such pressure. Or perhaps he is himself appointed because Commissioners X, Y and Z wanted a man of their own political faith or on account of personal considerations and then his appointments are sure to be political or for the benefit of the ring to which he belongs.

There is only one way of eliminating certainly these cross currents of political and personal influence. That is to make the selection depend entirely upon the proved capacity of the applicant as shown in competition with all others and established by the comparative record of what each knows and has done in regard to the particular job for which he applies. That can only be done by civil service examinations.

The partiality and errors which creep into these comparative tests are infinitely less than the partiality and errors which come from discretionary appointments by the manager. This is the one remnant in which the system of checks and balances is still essential. The trouble with them elsewhere is that the particular officer who has the power of checking and preventing the unlimited discretion of another is himself just as fallible and liable to be controlled by politics and other unworthy motives as the man he is checking. But in the civil service system it is the record made by the applicants themselves in the competition which determines their eligibility. It is of course conceivable that the civil service commission might prescribe unfair questions or tests, but if this be made public it is sure to react upon those who are guilty, and experience shows us that abuses in examinations are extremely rare. If a bad man is at the head of the list and gets the appointment he can be dismissed arbitrarily at any time during his period of probation or even afterwards if facts develop which warrant it, and we cannot doubt that in the long run a better set of officials is bound to be chosen than under any system of arbitrary appointment. As President Coolidge well said: "The best method of selecting public officials is by the merit system." It is significant that the distinguished protagonist of the city manager form of government, Henry M. Waite, who showed in the management of Dayton the best kind of city government attainable, is strongly in favor of the competitive system of appointment. The encroachments of the spoils system which are debasing and corrupting our public service everywhere, must not be permitted to intrude into our commission-manager form of city government.

The National Municipal League is definitely committed to the competitive system. In the Model City Charter,

which was adopted by an immense majority on a referendum of the entire League in 1916 and of which the final edition was issued as late as March, 1922, contains in Sections 41–48 inclusive, the fullest provisions for the complete application of the merit system. It would be a serious calamity for the League to eliminate or subtract any essential feature from this provision. No facts exist to-day which would lead us to say to the public that we had been all wrong in one of the most essential features of the commission-manager form of government.

POLITICS IN SOUTHEAST COUNTY, PENNSYLVANIA

BY HARRY A. BARTH
University of Oklahoma

As a matter of fact very few people are misinformed about politics in Southeast county. It is quite generally accepted that the elections are shams and that the elected officials are representatives of a certain all-knowing one. Yet everyone seemingly unites in perpetuating the pleasing convention that in Southeast county the people rule. There is really very little indignation. :: :: :: :: :: ::

THE man who has power of life and death in matters political in Southeast county is described by various parties as everything from a corrupt politician to a benevolent despot. The small group of reformers led by the local real estate agent say many unkind things about him. His record in the state legislature where he has been for some years is not clean. They tell tales of laws passed to oppress corporations and especially the railroads and recite how these laws were repealed after just tribute had been garnered. Also, they relate how the contractor who profited so outrageously when the state capitol was constructed had erected an enormous mansion for the local boss shortly after.

THE BOSS

On the other hand the men inside the organization look upon the political leader with a respect almost akin to veneration. While I was talking to one of the commissioners, an expensive car drove up, a chauffeur alighted, the door was opened with *éclat*, and the boss stepped out. The commissioner asked me whether I knew who this was and then told me that it was Mr. —— himself. Then followed a panegyric to which fear and respect both contributed.

Men who are neither inside the organization nor in the ranks of the reformers seem quite content with conditions. The editor of the local newspaper is very well satisfied. Of course, there is an organization in Southeast county. But it is clean. The leader is honest and the administration free from corruption. And the leader does look after the interests of Southeast county remarkably well. No eighteenth century monarch cared for his subjects as Mr. —— cares for his constituents. With benign intent

and for the good of all, Mr. —— pulls the wires which make the political machinery go round. This view is generally accepted among the business element.

No opinion is ever expressed in the local paper. This organ is distinctly a business venture. It merely carries notes of events and advertisements and makes no attempt to mold public opinion. It is a lifeless organ devoted to making money. Political propaganda is paid for at advertising rates and the columns are open to all on this basis. The refusal of the press to take a critical attitude may account for the strength of the machine and the lack of opposition.

However conflicting the views of the citizens may be regarding the merits of Mr. ——, all are agreed on this point: Mr. —— dominates politics completely. Elections and office holders are mere instruments in this domination. The county legislative organization, the county commission, is merely a tool. Mr. —— picks each of the members and they take orders from him. When one writes about the county commission one must keep this fact clearly in mind.

MINORITY MEMBERS BUT NOT MINORITY REPRESENTATION

In order to make political domination by one group impossible, the Pennsylvania constitution provides for minority representation on the county commission. This is done by providing that no voter may vote for more than two candidates. As there are three positions on the commission, the majority party can elect only two of the three members. The effect of this provision in theory is to guarantee minority representation on the commission. In practice there is no minority representation, for Mr. —— controls both the Republican and Democratic organizations. Political struggles in Southeast county are interesting sham battles in which one general directs both sides. They are valuable chiefly as they throw a light upon the American political mind.

ED. NOTE. This article is based upon first hand study of a prosperous county in Pennsylvania. The name is fictitious but the story is true. The article is the first of a series on county politics.

Mr. ——'s political career has been almost completely free from reversals. He began his political history back in the eighties. It was not till the early nineties that he secured complete control of the county machine. At that time he became chairman of the County Republican committee and though he has since given up that position, his reign has never been disputed for any considerable period of time. At infrequent intervals only has he met intense opposition from malcontents. In 1922 his candidate for governor was defeated by Pinchot. Mr. —— lost little time in regrets. He was on the Pinchot band wagon at once, and was a Pinchot leader in the last session of the legislature. The tide turned against Pinchot very suddenly. Mr. —— saw the trend and was able to shift his stand over night. He knifed Pinchot viciously last April in the election for delegates to the Republican national convention. Thus he covered up the defeat and regained his lost position. The Old Guard in Southeast county may be down but it is never out. At the election for members of the county commission last year the reform element which had carried the county for Pinchot failed to dent the organization slate. Mr. —— again reigns in Southeast county.

THE COUNTY COMMISSION

The methods of control are quite interesting. The county commission

forms a very important cog in the mechanism. It is used in two ways. First, it controls a certain amount of patronage, either directly or indirectly. Several administrative officers of the county government are appointed by the commission. These include the county engineer, the county solicitor, and the sealer of weights and measures. There is some additional patronage, but the patronage is not extensive as the county is small and the work to be done is limited. However, the appointees make up part of the rank and file of the organization workers, and play an appreciable part in winning elections.

Second, the commission determines the allotment of the gasoline tax and of road bond issues among the several townships. Here arises the real influence of the commissioners. There is no rigid law determining how the county's share of the gasoline tax is to be distributed, nor how the receipts from bond issues are to be allocated. The result is keen competition among the townships for funds. Bargaining is brisk and the funds go to the townships which deliver the highest number of votes. With the threat of "no votes, no pork" doubtful periods have been successfully passed without major defeats. This method of control was a decisive factor in the primary for county commissioners last year. The men in office manipulated the funds so well that the opposition was defeated by men who sympathized with it. The men actually chosen to office carried over from the previous term.

There are other means of control. Along with the jobholders in the county government are state jobholders who owe their position to Mr. ——. By getting on the Pinchot bandwagon at the proper moment, up to the present time at least, Mr. —— has been able to hold those jobholders on the state payroll. These men together with the county employees, furnish the workers who get out the vote on election day. There is at least one faithful worker in every township and they are held together by a discipline which is military in character.

Influence with the judicial officers also keeps the organization together. A good word spoken in time is reputed to temper justice to offenders whose vote is valuable. Also, the laboring element is kept in line by the factory owners. These are uniformly in alliance with the dominant machine. Southeast county has several large steel mills and the laborers are constantly used to swing elections. The factory owners help in another way. The campaign chest is kept well filled by the contributions of these mill owners. Corporations outside of Southeast county also help financially because of Mr. ——'s influence in the state legislature.

REFORM VOTE DIVIDED

The organization uses all the tricks in the repertoire of politicians to win elections. One worked very extensively is that of splitting the reform vote by having several reform men or men popular in reform communities run on independent tickets. This device was skillfully employed in the last election of county commissioners.

By using all these methods Mr. —— stays in power year after year and election after election. His grip is so strong that when one thinks of county government in Southeast county one thinks of Mr. ——. He is the government. Therefore this long preliminary account of the organization and its control. Without understanding it one cannot understand county government or the county commission.

PERSONNEL OF GOVERNING BOARD

The men now on the county commission include the owner of a pool room and cigar store, a flour salesman, and a retired farmer. The first two are Republicans, the last a Democrat. Of course, as was stated above, these political designations really mean nothing. The owner of the cigar store is related to the proprietor of a large iron company. He was chief clerk of this company before election to the commission. His position on the commission results from ability to swing the votes of the employees of the iron company and upon the contributions of the concern to the campaign funds. The flour salesman is a genial individual, with a wide circle of friends. The retired farmer is recognized as the ablest member of the group. He has been a member of the state legislature, where he made a favorable record. His farm is about a hundred acres in area and is in excellent shape.

With the possible exception of the salesman, the commissioners are respected by the entire community. The leader of the opposition says he does not question the honesty of the members and feels that the farmer and the store owner are quite capable. The editor of the local paper approves of all the commissioners. The trend of opinion among the local business men seems to be with the editor of the paper. No doubt the commissioners are fairly representative of the average intelligence of their constituents.

POWERS, FUNCTIONS, AND PROCEDURE

The salary of the commissioners is twenty-five hundred dollars per year, and for this sum the members are expected to give their full time to their duties. Of course, they don't. The work performed is usually limited to meetings twice a week.

The meetings of the commission are very informal affairs. They are open to the general public. Probably all important points are settled before the meetings open. As a result, the meetings seem rather cut and dried affairs. Besides, as all the members are held together by the party organization, the meetings lack the spontaneity and charm of a meeting of men representing divergent interests.

There are no rules providing for delay in the action upon resolutions until public opinion may be determined. Matters are often decided the same day they are brought to the attention of the commissioners. No proposed resolutions are printed. The only record is the minutes of the meetings, which must be kept by law. Since the commission has only three members, probably a more complicated system is unnecessary.

The procedure for the letting of contracts is quite formal and definite. Advertisements of bids for bridges, for example, are printed in the newspapers of the county for three weeks before the bids are opened. The plans and specifications are on file in the office of the commissioners during this period. The bids are opened before the commission at a regular meeting. A representative of each contractor and a reporter of the local newspaper are invariably present. The contract almost always goes to the lowest bidder. Few complaints have been made concerning the letting of contracts and general opinion holds that favoritism is absent.

WHAT THE MONEY GOES FOR

The county does not spend sufficient money on capital improvements to make dishonesty very lucrative. The county only builds bridges, leaving road building to the townships. The amount spent on bridges is not great.

In 1923 the amount spent on new bridges was only about sixty thousand dollars.

The chief functions of the commissioners are: (1) to make appropriations to carry on the activities which have been delegated to the county by the state legislature, (2) to levy taxes ample to meet the cost of county government, (3) to act as a board of revision for assessments, (4) to approve all bills before payment, (5) to build bridges, (6) to look after all county property, (7) to appoint certain county officers, (8) to supervise elections, and (9) to fix the number and salaries of clerks and deputies in most of the departments.

The state legislature from time to time has passed laws conveying to the commission power to spend money for various purposes. Many of these laws covered particular emergencies and then became obsolete. At the present time the commission in Southeast county spends money for maintaining the offices of the controller, the district attorney, the county detective, the county treasurer, the county superintendent, the recorder of deeds, the jury commission, the county engineer, the coroner, the sheriff, the sealer of weights and measures, and the register of wills, for court expenses, for a juvenile home, for road damages, for general election expenses, for real estate assessors, for charity, for the support of convicts, for the burial of deceased soldiers and widows, for tombstones for deceased soldiers, for the County Extension Agricultural Association, for the Historical Society of Southeast county, for water, light, heat, sewer rent, for repairs to county property, for new bridges, for the mothers' assistance fund, for recreation, and for the National Guard unit.

The commissioners have power to fix the tax rate. For this purpose an informal budget is made at the beginning of each year and the rate is adjusted to meet the expenditures. The budget seldom varies greatly from year to year. The general property tax rate is held with one dollar per hundred dollars and the occupation tax within ten dollars per man by law. The assessment is made by assessors elected in each township or borough. The commission may sit as a board of revision with power to readjust assessments. In Southeast county little use is made of this power.

One of the routine problems is that of approving all claims. A majority of the commission must approve warrants before payments may be made by the county treasurer. A primary function is that of caring for bridges and building new ones. The county, as a county, does not raise sufficient money for road purposes, but bridge building is carried on as a county project. The appointment of the county engineer, county solicitor, and county sealer of weights and measures constitutes another important duty. There are a few other offices over which the committee has power of appointment. The duty of supervising elections is limited to preparing ballots, securing ballot boxes, voting booths, etc.

By act of the legislature of 1923, the commissioners and the county controller were made members of what is termed a salary board. By the same act, payment of the majority of the county officials by salary was substituted for payment by fees. The salaries of the department heads was fixed by the act, but those of the subordinate officers were not. The salary board, sitting with the department head whose department is under survey, determines the salary of each of the clerks and deputies in the department and also prescribes the number.

Thus the commissioners share with the controller a very real authority over the county government. Appeal may be made to the court of common pleas by any official who feels that the number of clerks or the salaries fixed is either too large or too small.

The commissioners along with the sheriff form the prison board. With the controller and the treasurer they constitute the sinking fund commission. These organizations have little to do in Southeast county.

The commission is empowered to contract a county debt for various public improvements, subject to the constitutional limitations on the debt. This is two per cent without the consent of the electors; seven per cent if approved at a general election by a simple majority; and ten per cent if approved by a three-fifths vote. The purposes for which bonds may be issued are quite numerous and cover virtually all county activities.

COURTS SHARE IN ADMINISTRATION

The use of the courts as a check upon the administration is widespread in Pennsylvania county government. As related above, appeal may be taken from the decisions of the salary board to the courts. In addition no project to build a road, bridge, courthouse, jail, poorhouse, sewage system, or school for defectives may be carried out unless the court of quarter sessions and either one or two successive grand juries—depending on the project—approve. This throws a very direct administrative burden on the courts. The procedure however, guarantees considerable publicity to all proposed projects.

NO STATE CONTROL

The county government is completely free from active state control. Definite legal limitations on the action of the county of course exist. It is literally a creature of the state, dependant upon the state legislature for permission to carry on activities. But there is no real control over the operation of the government within the sphere of these activities. The accounts may be irregular, the service performed by the employees may be very poor, the county property may be improperly maintained, but there is no state authority to step in and remedy the condition.

EFFICIENCY

As a matter of fact, none seems necessary. Assuredly there is no demand for it. There is no resentment against the Republican organization for the manner in which public business is carried on. Even the most outspoken opponents of the present boss and his government seem to think that the public money is honestly and wisely spent. Apparently, though there is a machine, the machine is comparatively clean. Charges of dishonesty at elections are rare. No doubt money is spent in the industrial districts at election time, but there is little open tampering with ballots. Charges of fraud in connection with contracts are seldom made. The county property is in good condition, and the workers in the offices seem more efficient than the average public officials. The accounting methods and the printed reports of the controller are good.

DO STRONG BOSSES AND HONEST GOVERNMENT MIX?

These observations bring up an interesting question: is it really possible to have a strong organization and a boss-ridden community and yet have honest government? To students of politics such conditions seem quite incongruous. Yet from a rather care-

ful investigation of actual conditions and of disinterested opinion this seems to be the state of affairs in Southeast county.

Explanation of the anomaly is a matter for speculation. One reason exists in the carefully prescribed rules for awarding contracts. Another lies in the comparative insignificance of expenditures, which amount to only about half a million a year for all purposes. This amount does not permit a great deal of dishonesty. Probably the chief reason is that the organization has other means of support. The boss is a large contractor with the railroads of the state forming his chief clients. Power in the legislature permitting the exaction of business from large corporations is the real source of income. The organization can therefore afford to give honest government.

A view which one constantly comes across in studying county government in Pennsylvania—not only in Southeast county—is that politics is a source of recreation for many wealthy landowners. These live for the most part on the income from coal mines. They have little to do, as the mines are usually leased. Politics as a game has a real fascination and the theory holds that these men use it as a plaything. They form a class comparable to the Roman aristocracy which manipulated Roman elections so adeptly. With plenty of wealth, they dabble in politics as other rich men dabble in *objets d'art* or race horses. Of course this view runs contrary to all teachings of the economic man and also to hard-headed American business doctrine. Whether it is true for Southeast county is very doubtful. However, the view has wide acceptance even here. Certainly this is true,—regardless of motives, politics in Southeast county is absolutely controlled by a single wealthy individual. His contracting concern has a rating in Dun's of around half a million.

A never-failing source of wonder is that the people in boss-ridden communities take an interest in politics. Yet this interest is widespread and in Southeast county it is especially evident. Most of the eligible voters go to the polls on election day and chose between candidates for the various offices. There is much oratory before the balloting, and much electioneering, and each man duly exercises his sacred franchise and delivers into the melting pot of public opinion the dictate of his conscience. This though almost every one realizes that the affair is a sham. Nor are the people ignorant foreigners. Only ten per cent of the population is foreign born. Sixty per cent is rural, and of these almost all are of American ancestry for generations back. Apparently they are in league to keep up the form of popular government at least. Thus is the democratic tradition perpetuated.

GENERAL BUTLER CLEANS UP

BY AUSTIN F. MACDONALD
University of Pennsylvania

A report on the first six months' service of the new director of public safety of Philadelphia. :: :: :: :: :: :: :: ::

When W. Freeland Kendrick was elected mayor of Philadelphia last fall, he promised to devote his time and energy to "cleaning up" the city. The wiseacres smiled and shook their heads knowingly. These same pledges, they declared, were made at the beginning of every new administration. They had been made in 1919 by a newly-elected independent, whose sincerity of purpose could not be doubted. Yet at the end of his four-year régime Philadelphia was notorious for its violations of the liquor laws and for the daring operations of its bandits. So it may not be surprising that when in 1923 the pledges of law enforcement were made by a member of the dominant political machine, a man who owed his election to the support of the "organization," they were regarded by many as meaningless.

CAMPAIGN PROMISES CARRIED OUT

But no sooner was Mr. Kendrick elected than he took steps to carry out his campaign promises of law enforcement. It was necessary, he felt, to put Philadelphia's police force on a semi-military basis, and so, instead of appointing some Philadelphia politician to the post of director of public safety, he cast about for someone with military experience and a distinguished record of service. The man he finally hit upon was Brigadier-General Smedley D. Butler, otherwise known as "Gimlet Eye" Butler and the "Fighting Quaker." There was some doubt as to whether Butler could be persuaded to give up active service in the Marine Corps, of which organization he would before many years become the head; there was no doubt as to his fitness for the task of combating crime in Philadelphia. His record spoke for itself.

After running away from home to fight in the Spanish-American War, he was made a second lieutenant in the Marine Corps at the age of sixteen. Twice wounded while marching to the relief of the foreign legations in Peking during the Boxer Rebellion of 1900, he was offered the Victoria Cross by the British Government for rescuing an enlisted man under a rain of fire. His own government refused to permit him to accept this distinction, but twice on later occasions conferred upon him the Congressional Medal of Honor. Medals meant so little to Butler, however, that it took an edict from the secretary of war to make him wear them. What he wanted was more fighting, and he got it in Nicaragua, Mexico and Haiti. He was in charge of the American forces in Haiti when the United States entered the World War, but was relieved at his own request, so that he might go overseas at the head of the Thirteenth Regiment of Marines.

This was the man to whom Mayor-elect Kendrick offered the directorship of public safety,—a brigadier-general

and veteran of fourteen campaigns at the age of forty-two, twice honored for distinguished service, and cited by Theodore Roosevelt as the ideal American soldier. General Butler expressed his willingness to come to Philadelphia for a year if he could secure a leave of absence from the Marine Corps. But the path was still beset with difficulties. The machine politicians of the Quaker City raised their voices in protest. This man Butler might not understand how things were done; he might think that everybody was expected to obey all the laws! To their chorus of objections was added the strenuous protest of the retiring mayor, who seemed to feel that any effort to better conditions was a reflection upon the efficiency of his own administration. But Mayor-elect Kendrick stood firm, and President Coolidge was induced to grant General Butler a year's leave of absence, despite the opposition of the secretary of the navy.

The general is a man of somewhat less than medium height, with a slight stoop. His is the face of a fighter,—keen, piercing eyes, a long, pointed nose, and a skin hardened by exposure to weather in a dozen different climates. He shifts his lithe body constantly as he talks, and when he tells of his plans for giving Philadelphia the finest police force in the world, "whose speciality will be killing bandits," his eyes light with a boyish eagerness that belies his graying hair.

PROMISE OF NO INTERFERENCE EXACTED

Before accepting the post of director of public safety, Butler demanded assurances that he would be permitted to enforce the law without interference. He must have full power, he explained, not only to pick his own immediate associates, but to discipline or dismiss every man on the police force. Not that he wished to develop an entirely new personnel. On the contrary, he intended to work with the men he already had. In his first talk to the police he told them that old sins would be forgiven, but that they could no longer expect immunity if they failed to lay down the law to the vicious and criminal elements of the city. "I know the police force is tainted," he said just before he took office, "but I know that somewhere in this country I can get hold of forty-two hundred honest men. You don't have to be a Philadelphian to be a policeman." Mr. Kendrick acceded to these demands, and appointed a civil service commission that would give Butler a free hand in his own department. The city council increased the salary of the director of public safety from ten thousand to fifteen thousand dollars a year, and offered him in addition a five thousand dollar automobile, which Butler refused. Cheap, open cars for chasing bandits were more necessary, he explained, than an expensive limousine.

Butler threw himself into his new work with customary vigor. War was to be declared on vice the very day he took office. The police were to be given forty-eight hours to "clean up" the city. During those forty-eight hours there was to be no rest for the wicked nor for the virtuous. The lid was to be clamped down on Philadelphia's thirteen hundred saloons, and kept down. Proprietors of gambling dives and disorderly houses were to be made to obey the law. Every man on the police force was assigned a specific task in the municipal housecleaning. The stage was set. On January 7 the curtain rose when Smedley Butler took his oath of office, and the action started without an instant's delay. He made good his promise that he would be no "swivel-chair executive" by touring the city far into the night inspecting

the work of his subordinates, and then making his bed in his office at City Hall. He was up again before dawn, traveling from station house to station house to see that his orders were being carried out. The first forty-eight hour drive ended with seventy-five per cent of Philadelphia's saloons closed, all known disorderly houses and gambling establishments driven out of business, the bootleggers seeking cover, the police force exhausted, and Butler, still fresh and vigorous, urging the men on to new efforts.

"RAID AND KEEP RAIDING"

"Raid and keep on raiding," he ordered. The proprietor of one saloon announced that he would keep open if raided twice a day. The police took the hint, and invaded the place five times in thirty-six hours. The lieutenants, one of whom is in charge of each of Philadelphia's forty-two police districts, were made responsible for conditions in their districts. Those who failed to come up to the standard set for them were quickly relieved of their commands; at the end of the first drive Butler suspended six lieutenants and four sergeants. Suspending these men was an easier matter than selecting their successors, but the general depended on his ability to read character at sight. "Here, you," he would say to a sergeant, "I like your looks. What's your name? Well, you're lieutenant in charge of this district. Get busy." The new men were given forty-eight hours to do the work their predecessors had failed to accomplish, and if at the end of the period they could show no better results they were relieved of their commands.

Under the old régime six captains of police supervised the work of the Philadelphia force, each in charge of a division or group of districts. These men were supposed to report to the director of public safety all unsatisfactory conditions found within their jurisdiction, but as unfavorable reports reflected upon themselves, they seldom found anything to complain of. General Butler abolished all six captaincies, and introduced in their stead a similar number of inspectorships, appointing three of the former captains to the new posts. As inspectors they were placed in charge of no given set of districts, but instead were directed to unearth unsatisfactory conditions wherever they existed. General Butler made another change in the system as he found it by issuing instructions that no member of the police force be transferred except by his personal order. This action was necessary to break the grip of politics on the police. Under previous administrations no patrolman would dare take any action against speakeasies or disorderly houses whose owners were friendly with the ward leaders. If he did, he was "sent to Siberia," in the vernacular of the force. In other words, he was transferred to a district so far away from his home that his eight hours of duty were stretched to ten or more.

Though the general objects to having his men shifted from district to district at the request of ward politicians, he has no scruples about shifting them himself in the interest of greater efficiency. He moves his lieutenants constantly from one district to another, putting those he has learned to trust where conditions are worst. The system of constant shifting has been applied to the patrolmen as well as the officers. In the midst of one drive Butler ordered the immediate transfer of three hundred. "After months on a beat," he said, "a policeman becomes known to everyone. People not only know him, but they can recognize his footsteps in the dark. The only solution is to keep shifting the men around."

Even the traffic policemen are sent to new districts from time to time in order to break up friendships with citizens which might result in indifferent enforcement of traffic regulations.

THE FORTY-EIGHT-HOUR-DRIVES

The forty-eight-hour-drives have become a regular weekly feature. During the second of this series of concentrated attacks on vice, more than four hundred arrests were made in a single night, and large quantities of liquor seized. The general was out until three in the morning checking results. Between the drives the men on the force usually relax their vigilance, but Butler never does. He stays on the job night and day with tireless energy. A visit may be expected from him at any station house in the city at almost any hour; he is as likely to appear at three in the morning as three in the afternoon. His two chauffeurs are exhausted from lack of sleep, but rest seems to be a superfluous thing in the life of Smedley Butler. At the end of his first five weeks he had lost twelve pounds, but he was still on the job.

The increasing activity of bandits in Philadelphia was one of the first matters to attract the attention of the new director. His policy is readily summed up in a few crisp words. "Bandits?" he said. "Shoot a few of them and make arrests afterward. The only way to reform a crook is to kill him." A special bandit squad of five hundred men was speedily organized, all ex-soldiers and all crack shots, armed with sawed-off shotguns. Special bandit-chasing motor cars were purchased, among them six armored cars. Philadelphia has twenty-one exits, and at each exit has been placed an automobile, specially armed detectives, and motorcycle policemen. Whenever a crime is reported, the news is at once relayed to the guards at the city limits, and these men begin moving towards the centre of the city, combing every street in search of their prey. Instead of starting from City Hall on the heels of a criminal, they move inward and meet him head on. In time information booths will be erected at the outskirts of the city, and permanent guards will be placed in charge, with orders to investigate every suspicious looking automobile that enters or leaves Philadelphia.

General Butler has taken several drastic steps in his fight to rid the city of crime. Following a particularly violent outbreak of criminal activity early in March he ordered every policeman in the city on duty for six hours, and after that for some time he kept a full company of three platoons constantly on active service in each of the worst districts. The policemen work regularly in three shifts of eight hours each, but when robberies occur with more than usual frequency in a neighborhood the three platoon system is temporarily abandoned, and the men in the district are assigned to duty in two shifts of twelve hours each. Lieutenants are held strictly responsible for results, and receive summary treatment if they fail to make good. Twelve of Philadelphia's forty-eight lieutenants have been demoted during the first few months of the new administration.

PRESSURE FROM WARD LEADERS

Several of the demoted men were personal appointees of ward leaders of the city, and a vast amount of pressure was brought to bear upon Mayor Kendrick to have them reinstated, but without avail. General Butler decided that an effective way of breaking the strangle hold of politics on the Philadelphia police force would be to redistrict the city. At the present time there are forty-two police districts

in Philadelphia, each with its own station house and its own lieutenant in charge. The number forty-two was selected because there were just forty-two wards in the city, and therefore forty-two ward leaders each demanding the right to select a lieutenant in charge of his district. Since the selection of lieutenants is no longer to be made by the ward leaders—at least, during Butler's régime—he has decided that the number of police districts can well be reduced to twenty-two, two lieutenants being assigned to each district. Such an arrangement would leave a responsible head always in charge at each station house, and would effect a considerable reduction in overhead expenses. A plan for redistricting the city, in which ward lines are disregarded, is now being carried out.

TRAINING SCHOOL ABOLISHED

Less than three weeks after he became director of public safety, General Butler abolished Philadelphia's training school for policemen, a school whose methods had been widely copied throughout the country. "From now on," he said, "every cop will learn his job right on the beat. . . . For the first two weeks the rooky cop will accompany an old patrolman, and then with further instructions from his lieutenant will go out by himself." Such matters as elementary law, the rules of evidence, legal procedure, methods of identification, the making of reports, and first aid must now be imbibed by the raw recruit from the atmosphere, or from the inspiring presence of his more experienced companion during the fortnight of his novitiate.

Police salaries in Philadelphia are considerably lower than in New York or Chicago, and Butler has constantly urged that they be raised aproximately to the Chicago level, an increase for patrolmen of about three hundred dollars a year. He has also recommended the payment of bonuses, not to exceed ten or fifteen dollars a month to any one man, for particularly meritorious work. His plans include the revision of the pension system, so as to assure to each patrolman an adequate income when he retires. At present pensions are so inadequate that it seems inhumane to compel the men to retire, and so they are kept on the force and given light duties long after they have become unfitted for active service. A generous pension system, instead of resulting in additional expense, would probably reduce the cost of policing the city. The council has not yet acted on the question of salary and pension increases, but there seems to be little doubt that it will before long do as the general suggests.

WILL STAY FOUR YEARS IF NEEDED

Many of Philadelphia's professional politicians who had been fighting Butler tooth and nail were encouraged in their opposition by the fact that the general's leave of absence from the Marine Corps was for but a single year. At the end of the year, they reasoned, would come a reaction, and the mayor's second choice for director of public safety would probably be more pliant than the first. But their hopes were shattered at the close of the first month of the new régime when Butler declared that he was prepared to stay on the job four years. He would even resign from the Marine Corps, if necessary, but he would not abandon his subordinates to a political flareback.

The general's position has been greatly strengthened by the stanch support of the mayor and, almost without exception, the better elements in the community. He made some enemies among the well-to-do when he

assigned detectives as uninvited guests at important social functions to make certain that the prohibition laws were not being violated. But so-called "respectable society" is almost a unit behind him. He is a frequent and welcome speaker at all kinds of community meetings. The mention of his name at any civic gathering is usually the signal for vociferous applause. Early in March five hundred clergymen marched to City Hall to pledge him their support. At present Smedley Butler is a popular idol.

An examination of what has been accomplished in a few short months leads one irresistibly to the conclusion that the general's popularity is not entirely undeserved. In January, 1924, 262 robberies were committed. By April the number had dropped to 183, a decrease of 30 per cent. During the same period the value of property stolen fell more than 40 per cent. Several of the largest insurance companies of the country, which prior to the first of the year had refused to write a dollar's worth of insurance on Philadelphia automobiles, in May announced their intention of again going after business in the Quaker City, and took steps to open new offices. For the first time in years, according to a statement issued by the protective service of the American Bankers' Association, the first of May found Philadelphia without a single bank offender awaiting trial.

PROHIBITION ENFORCEMENT

The record of prohibition enforcement is not so satisfactory. The hotel men were asked to put their houses in order, with the assurance that raids would follow if they failed to do so. Thousands of raids have been made, more than 700 speakeasies being closed in four months. Detectives of the Philadelphia force have secured employment in hotels and restaurants as waiters and bellboys to secure evidence of violations of the prohibition laws. But liquor is still plentiful, and can be procured without difficulty. Drug stores, grocery stores, and erstwhile saloons are all centres of the illicit traffic. A satisfactory solution of the liquor problem has not been found.

NEW TRAFFIC CONTROL DEVICES

General Butler has not spent his entire time, however, combating bandits and booze. When he came to Philadelphia he found himself confronted with a traffic problem of considerable magnitude. With two exceptions, the streets in the central section of the city are narrow and poorly adapted to modern traffic requirements. The two exceptions, Broad and Market Streets, are therefore used by most motorists entering and leaving the central district, and it is on them that traffic congestion is most acute. At the intersection of these two thoroughfares stands the City Hall, a large building with a 548-foot tower. The general evolved the idea of controlling traffic the entire length of North Broad Street, a distance of six miles, by means of a master light of 300 million candlepower installed in the tower of City Hall. This light is now in operation, though it is still in the experimental stage. All traffic on Broad Street comes to a halt for one minute, while the light shines, and then continues on its way without fear of interruption for two minutes, while the light is extinguished. The present light is soon to be replaced by one of a billion candlepower, which is expected to penetrate even the densest fog; while less powerful lights are to be installed to regulate traffic on South Broad and Market Streets. Two traffic lanes have been established on Broad Street, one for slow moving

and one for fast moving vehicles. The speed limit has been raised to thirty miles an hour, the maximum allowed by state law. There are other changes to come, but a traffic survey now being made has not yet been completed.

A man of action is commonly supposed to be a man of few words, but General Butler has done much to dispel this popular notion. From the day that he accepted the directorship of public safety he talked a great deal, —too much, in fact, as he himself afterwards realized. He discussed his plans in great detail with the reporters. He adopted methods calculated to bring him the greatest possible amount of publicity. His forty-eight hour drives, his promise to promote the first patrolman who killed a bandit, his order to "Shoot first and make arrests afterward"—an order which no policeman could possibly take seriously —were all needlessly spectacular elements of a serious attempt to stamp out crime. After the novelty of directing a great city's police force had somewhat worn off, the general realized his mistake. He cautioned his men against the use of "circus methods," as he characterized them, admitting that in this respect he had been one of the worst offenders. Philadelphia's police, with Butler at their head, are still on the job. Criminal activity is being steadily restricted. But the blare of trumpets seems to have subsided.

RECENT BOOKS REVIEWED

THE NEW AMERICAN GOVERNMENT AND ITS WORK. By James T. Young. Second Revised Edition. New York: The Macmillan Co., 1923.

This is more than an ordinary revision. Professor Young has in large part rewritten his admirable textbook and has distinctly improved its character. In addition to a large amount of new material intended to bring the material up to date new chapters have been included on Local Government, International Government and Unsolved Problems. When this book first appeared in 1915 it was unique among texts in American Government. It gave much attention to the actual operation of government and also digested in some detail the judicial decisions which limit and modify governmental activities and institutions so materially. It had, moreover, a refreshingly liberal view of social and economic problems. The chapter on the police power was especially so.

The new edition has retained all of the virtues of the original. It has eliminated a large number of the less important judicial decisions which made the earlier edition somewhat difficult for undergraduates and has with good discretion omitted a mass of detail. City and other units of local government are included but inadequately treated while one might easily indicate a large number of judicial decisions still included which are of doubtful value in an undergraduate text. Professor Young's belief in government ownership has quite perceptibly been lessened by the experiences in that field during the war, but in other respects his "progressivism" has well survived. The admirable lists of questions included at the end of each chapter have been retained and improved.

RAYMOND MOLEY.[1]

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PRINCIPLES OF REAL ESTATE APPRAISING. By John A. Zangerle. Cleveland: Stanley McMichael Publishing Organization, 1924.

This is the most valuable book on the subject I have ever seen. It is valuable to every appraiser of real estate and invaluable to every assessor. It should be in the library of every assessing department in the United States. The chambers of commerce and boards of trade of the United States should every one of them have a copy and see to it that every assessor has a copy.

The author says: "The taxation of real estate is by all odds the most important feature of America's tax system, and yet the assessing of real estate has been given less consideration, is more bungled and perfunctorily administered than any other function of state. . . . The taxpayer is usually little concerned with the equities of the tax burden or the administration thereof. He is primarily concerned with his own particular tax bill and not at all with the other fellow's assessment. . . . To secure results, there should be substituted system instead of caprice, standards in place of guesses."

This book contains forty chapters and, in addition, seventy-two pages devoted to the appraisal of as many different buildings with a picture of each and an analysis of the appraisal. In addition there are tables for determining the value of short and extra deep lots with a comparison of thirteen different tables. There are suggested forms for the use of assessors and an admirable explanation of the mode of determining the value of corner lots.

Certain primary principles determining the capital value of real estate, but very little understood, are discussed in the most lucid manner: first, that the interest rate as it falls increases capital value and as it rises decreases capital value; and second, that, other things being equal, as the tax on the value of land rises the capital value of the land falls, and conversely if the tax falls, capital value rises. It is pointed out, for example, that if interest rate is 5 per cent and tax rate on full value 2½ per cent, the tax will take one third of the net rent and the capital value will be two thirds of what it would be if there were no tax. If the tax rate were 5 per cent the capital value would be one half of what it would be if there were no tax. It is thus demonstrated that the selling value of land is an untaxed value.

Again and again it is suggested that it would be preferable to tax the actual rent of land than the capital value. The author meets this contention and demolishes it. He presents an interesting table analyzing the London assessments for rates in 1901. The English system of

[1] Columbia University.

rates uses as the base the hypothetical rent a tenant might pay for the property in its existing state. If the rates were based, as they are not, upon potential rent it would appear that the capital value of land and buildings in London was only $1,000,000,000 in 1901 as compared with $3,000,000,000 in the city of New York in that year, although the population of London at the time was nearly one-third greater than the population of the city of New York.

There is the most simple, lucid discussion of the increment due to corner position of business property. In this the author compares his own method with that of the late W. A. Somers and the Baltimore rule of Lindsay and Bernard. The reviewer would take just one exception here. Mr. Zangerle says that a corner 100 feet by 100 feet is worth just as much whether owned in one parcel or cut into any number of parcels of any variety of shapes. As an economic proposition it is arguable that it might be well to assess these two pieces of land the same sum, but it cannot be done in the city of New York nor in any city in the state of New York. A corner plot, 100 feet by 100 feet, is often worth 25 per cent more than that same plot if so improved or so owned that it cannot be assembled in one parcel.

Mr. Zangerle suggests that the owner should be obliged to certify to the value of his own real property. This is the rule in some states, but it does not work. The owner usually does not know and, if he does, won't tell. All considerations in deeds should be the true consideration. By appropriate means this can be enforced.

LAWSON PURDY.

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1923 ANNUAL REPORT OF THE DEPARTMENT OF CITY TRANSIT OF THE CITY OF PHILADELPHIA. William S. Twining, Director.

This is a unique and interesting document, particularly the text of the director's report proper. It is the swan song of a public official of many years' service, who has become thoroughly dispirited with the lack of progress and policy in the field of transit development and control in Philadelphia. Words are little spared in the expression of his opinions, and though one may conclude that the latter are somewhat disjointed, they are at the same time arresting. He flays public regulation of utilities, both in principle and practice; makes the inference that the initial principle was primarily to browbeat the utility companies, but remarks that now the state commissions are more often the companies' protectors, as illustrated by the "valuation" recently placed upon the Philadelphia Rapid Transit properties. He points out that the idea of government regulation leads to full acceptance of responsibility, *i.e.*, to government ownership, and there makes the orthodox assumption that the latter is foredoomed to failure. The prevailing British practice and the slowly enlarging fund of successful American experience have left him not merely unconvinced but hostile. Instead of "gas and water socialism" he proposes as his alternative for the regulated private utility an emasculated form of consumers' co-operation, which would hardly be recognizable to more seasoned proponents of the latter idea. The suggestion of the application of the co-operative principle to public utilities is of much interest, even though its submergence heretofore has probably been due to a realization of the obvious difficulties with enterprises of relatively huge fixed capital; but when the suggestion only goes to the idea of "customer ownership" now being urged by many utility companies, it leaves the reader cold. Mr. Twining reveals nothing beyond this other than a vague recommendation that "a substantial majority" of the citizens of Philadelphia may become stockholders in the company. When one wonders how this is to occur, how the vast capital can be sufficiently transferred; how the rank and file of citizens can acquire such investments, and exercise real control even after the acquisition; how there may be remedied the pyramid of capitalization, and correlative "values," established by fiat and sustained by fares; when details are looked for, they do not appear; and there remains the suspicion that "customer ownership" essentially is, and would continue to be, a device to create a moderately widespread financial interest in the corporation on the part of consumers, never to approach real control unless the hope of profits wholly dies, but to provide a useful army of company boosters when public action affecting finances might threaten.

The idea of consumers' co-operation for utilities, as an alternative both to absentee ownership and control, and to government ownership and operation, deserves attention and a bona fide experiment would be of much social value. Even a more limited co-operation between the consumers might conceivably be of use in some instances as a step in obtaining a form of ownership and control more responsible to the whole

mass of those using the service. The idea in general would seem to have its best opportunity with services like gas and electricity, where a fairly stable group of individually identifiable consumers exists. Even here the difficulties of obtaining real control, and a proper balance between the consumer interest and the stockholder interest in a group where the individuals would have different proportions of each, appear enormous if not insuperable; and in a transit enterprise, having no such group of permanent, identifiable members, the difficulties are multiplied. Mr. Twining assumes, moreover, that his proposal will eliminate the long-existing antagonism "between the producer of service and its consumer." By producer he means the transit company; but the other and more immediate producers, the employees, receive almost no mention, and it does not appear how their vital interest is to be recognized and any conflict with the consumers' and owners' interests resolved.

Interesting as are the ideas suggested by Mr. Twining, it remains difficult to see how an adequate degree of ownership, and a just distribution of control can ordinarily be accomplished except by the community as a whole, as represented by its government. A permanently functioning organization of consumers would seem to be a very desirable factor in such a case, and a sharing of control between such a group, the organization of employees, and the local government, might turn out to be the solution.

The report emphasizes the fact that transit is inseparable from regulation of building heights and from other aspects of zoning and city planning; and, it might be added, ultimately from some intelligent and effective social direction of urban industry, trade and housing, as to kind and extent as well as location. Mr. Twining denies that the inadequacy of transit is the cause of the congestion of city streets, and asserts that the latter is caused by the intensive and unregulated development of real estate by its owners.

The mode of paying for transit construction by special assessment upon benefited property is recommended.

In concluding, Mr. Twining strongly stresses his opinion that a crisis is impending in the transit situation in Philadelphia, that no continuing policy and comprehensive plan have been adopted, and that without them real progress is impossible.

H. M. Olmsted.

ITEMS ON MUNICIPAL ENGINEERING

EDITED BY WILLIAM A. BASSETT

Control over Sub-Surface Construction, Hartford, Conn.—Exercising control over all sub-surface constructions located within street limits is a function of the department of engineering in the city of Hartford, Conn. The procedure followed in this matter is substantially as follows:

Permits for all street excavations are granted by the board of street commissioners and the recipients of these permits agree to a number of conditions, one of which is to obtain locations for all new installations of underground structures from the department of engineering. The latter department then assigns a suitable location for the proposed construction. This system has been in force for some years and insures a systematic and rational allocation of underground space with a maximum freedom from interference. Some of the older streets in the city show sad evidences of inconveniences and crowding due to lack of system in assigning locations. This has prevented the use of space, which if logically apportioned among the various public service corporations, could be most advantageously used.

Except for the outlying and newer streets, underground maps have been made to a scale of 20 feet to an inch, showing all sewers, water mains, gas mains, duct lines, curbs and street railway tracks. The underground construction is shown by colored inks, a separate color for each type of construction. These maps are used to solve underground problems in the older streets, while in the newer streets a definite system is followed as closely as conditions will permit.

The method employed by the city of Hartford in this important matter is both simple and effective. Other cities which have not as yet taken appropriate steps to effect control over sub-surface construction should find Hartford's experience of help in meeting their local situation.

State's Powers in Grade Crossing Elimination.—An interesting decision establishing the powers of a state in respect of requiring the elimination of railroad crossings was recently handed down by the United States Supreme Court in the Los Angeles union station case. The latter case grew out of proceedings instituted before the California railroad commission in 1916 to require the three railroads entering Los Angeles to eliminate certain grade crossings within that city and also to construct a union terminal within a definite limited area. During 1921 the railroad commission issued an order to the railroads requiring not only the removal of grade crossings, but certain other improvements independent of the crossing elimination, the total expenditures involved being estimated at from $25,000,000 to $45,000,000. The railroads appealed to the state supreme court for a review of the order of the commission and that court held that while the commission was within its rights to require the elimination of grade crossings within the city, qualifying this order by the requirement for the construction of a union station annulled the former. The case was carried by the railroad commission to the United States Supreme Court and the latter in sustaining the ruling of the lower court stated in part as follows:

In sustaining the California supreme court the federal court quoted the inferior court's statement:

That notwithstanding the views expressed by the railroad commission in its findings and conclusions we can perceive no indispensable relation between the elimination of grade crossings and the establishment of union depot facilities, nor can we see any unsurmountable difficulty why jurisdiction over the matter of eliminating grade crossings may not be exercised in a proper case consistently, and it may be concurrently, with the exercise of the authority which is vested by the act of Congress of 1920 in the interstate commerce commission over the subject of union terminal depot facilities. The state court thus modifies the findings of the railroad commission in so far as they sought to tie the validity of its order establishing a union station to its unquestioned police power to regulate grade crossings in the interest of public safety.

This decision is of advantage to the railroads and cities alike. It definitely fixes the responsibility of the railroads to deal directly with state authorities in matters relating to grade crossing elimination and thus protects cities from the delays incidental to presenting their cases of this character before the interstate commerce commission, and also protects the railroads against unreasonable requirements in respect of union station construction within city limits.

Estimating Water Charges When Meters Fail to Register.—Systematic control over consumers' accounts is an essential feature of sound management of water supply properties whether municipally or privately owned. For metered supplies this demands close attention to the condition of the meters and the prompt removal of these for repair or cleaning when necessary. It is not always practical to replace meters when they are removed for any cause and under such conditions it becomes necessary for purposes of accounting to estimate the consumption of water during the time when these facilities are not connected with the house services. Timely suggestions for handling situations of this kind are contained in a paper presented by Mr. W. C. Hawley, chief engineer and general superintendent, Pennsylvania Water Company, Wilkinsburg, Pa., before the recent convention of the American Water Works Association. The following comment is taken from Mr. Hawley's paper.

There are few more perplexing duties which the waterworks manager is called upon to perform than estimating what is the proper and just amount of water to be charged for when the meter has stopped registering. Fortunately a very small percentage of the meters in service fail to register and again, fortunately, in the majority of such cases there is little difficulty in making a bill to which there can be no reasonable objection on the part of the consumer, but there are, occasionally, cases for which it is extremely difficult to find a satisfactory solution.

It is important that the fact that a meter is not registering should be discovered at the earliest opportunity. The meter reader should therefore be given instructions to pay particular attention to this matter. In case the registration for the period is less than ordinary he should open a spigot and watch the 1-ft. hand to see if the meter is registering. The meter books, when returned to the office after reading, should be carefully inspected and all suspicious readings should be listed, and inspectors sent to make check readings. This will be found worth while not only in picking up meters which are not registering and have been overlooked by the meter reader, but in the elimination of mistakes in meter reading, and thus saving trouble over incorrect bills.

In cases where the rate of registration has not been uniform it may be advisable to use as a basis the rate of registration for the period immediately preceding the billing period or to use, at least as a check, the rate for a period of three or four weeks after a new meter, or the old meter repaired, has been set. If there is a material difference between the rates of registration immediately before and after the period to be billed it may be best to use the average of the two rates as the basis for billing if the two periods were of about equal length. If they were not, probably the best solution will be made by the use of squared paper, using the horizontal scale for time and the vertical scale to represent either the meter readings or registration. By prolonging the lines into the period for which the registration is to be estimated until they intersect, we can find the probable date when the change in rate of registration took place, and thus determine approximately the periods during which each rate of registration occurred and the total amount.

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Need for Standardization of Floor Load Requirements of Building Codes.—Wide variation in the provisions of building codes governing floor loads for the same type of building construction are disclosed in a report on this subject recently issued by the Building Code Committee of the United States Department of Commerce. The report is based on a study of the building code in 109 cities. Among others the permissible floor loading for dwellings and tenements under the various codes ranged from 25 to 100 pounds per square foot with an average, for all floors, of 52 pounds. Warehouses and factories showed a range from 100 to 300 pounds per square foot, while the requirements for public garages varied from 50 to 250 pounds per square foot. The loading for assembly hall floors ranges from 70 to 150 pounds per square foot, that for school rooms from 40 to 150 pounds and for the ward rooms of hospitals from 30 to 150 pounds per square foot. Code requirements for office buildings show a range from 40 to 150 pounds per square foot for all floors with averages of 114 pounds per square foot for the first floor and 69.7 pounds for all other floors. There is obviously no logical justification for such wide variation in the requirements governing the design of similar structures in different cities. In the opinion of the committee such variations are not due to essential differences of practice or conditions in different parts of the country, but largely arise from actual ignorance of the loadings to be expected. Naturally loading requirements in excess of those needed to ensure safe construc-

tion tend to produce wasteful diversity of practice and undue cost. With the view of eliminating this waste the committee is undertaking the collection of data with respect to the actual floor loading in different types of buildings as a basis for the preparation of standard requirements to meet various conditions. At the request of the committee, during the latter part of 1922, a detailed investigation was made of live loads on several floors of the Equitable Building, New York City. The objects of this study, as stated in the report, were to determine the maximum, minimum and average floor loads existing in actual office practice; the nature and distribution of such loads; and the relations which they should bear to the assumptions for design of floor slabs, floor beams and columns as governed by prevailing building code practice. With this in mind it was necessary to determine the actual weights of office furniture and merchandise, also its location with reference to partitions and floor beams.

Three floors were selected, representing light, medium and heavy classes of occupancy, and the entire area of these floors was surveyed. Sketches were prepared for each office, showing the location and weights of all articles of furniture, so that the distribution of loads could be quite closely determined. The results obtained are summarized in the following table:

Maximum, Minimum and Average Live Loads in Equitable Building

	No. of Offices	*Maximum Lb. Sq. Ft.*	*Minimum Lb. Sq. Ft.*	*Average Lb. Sq. Ft.*
Light occupancy floor (20th)	67	55.40	0.87	10.26
Medium occupancy floor (37th)....	64	30.73	3.27	10.67
Heavy occupancy floor (11th).....	62	33.84	5.00	13.96
Total and average.....	193			11.60

In view of the surprisingly light average floor loads discovered, it becomes an interesting question whether in a building of this type further reduction in loads assumed for column design could be made with safety. The building was designed for a live load of 100 pounds per square foot on the first floor and 75 pounds on all others. It is probable that further study will disclose comparable conditions with respect to floor loading in other types of buildings. In the event that this should prove to be the case a substantial reduction in the cost of construction might be possible in meeting design requirements more in keeping with actual live load conditions in buildings devoted to certain definite uses. At the same time if loading requirements are to be reduced materially it will be necessary to exercise rigid control over the use of space within buildings. This will demand intelligent co-operation between municipal officials and building owners in securing strict compliance with code provisions. It is in this way alone that the public can realize the potential benefits that should result from the exceptionally valuable work being carried on by the Building Code Committee.

✻

Controversy over Awards for Damage Resulting from Street Widening in Boston.—Serious defects in the policy followed by the city government of Boston in awarding damages for street openings are disclosed in a communication from the Boston Finance Commission to Mayor Curley which was published in the *Boston City Record*. In order to understand the criticisms of the Finance Commission, it is necessary to give brief consideration to the procedure followed by the city in taking land for street widening or similar purposes. According to the commission, the procedure is substantially as follows:

The city of Boston is authorized by statute to buy real estate or to take it by right of eminent domain. If the purchase method is used, the city cannot pay more than 25 per cent above the assessed valuation.

If a taking is made, the street commissioners alone have the power to make a taking (except the transit commission for transit purposes) and therefore act for all other departments upon written order by the other department, which must be approved by the mayor.

The street commissioners then pass an order which defines the exact property taken and places the amount of the damage by the taking. Before becoming operative this must be approved by the mayor. In fixing the amount of the damage the street commissioners take into consideration other things beside the actual value of the property, such as damage to the business done on the property, plans of development, etc.

If the award is satisfactory to the party damaged, upon notice of acceptance of the award, the street commissioners pass an order for the payment, and after such further details as are necessary in making the transfer, payment is made by the city treasurer.

In case the award is unsatisfactory, the first method usually employed is for the owner to obtain a hearing with the street commissioners, more often informal than formal, at which an attempt is made to convince the street commissioners that the owner is entitled to a larger amount. If this is unsuccessful, then a suit is entered against the city in court. This automatically takes the case out of the hands of the street commissioners and brings it before the law department. If the city law department decides to stand firmly by the street commissioners' award, the burden is then upon the plaintiff to have his case in court. In 99 per cent of the cases, however, the law department effects a settlement by offering a larger sum of money than the street commissioners' award and judgment is then entered in court by agreement for the plaintiff. In such cases the street commissioners have nothing more to do, except to send along to the city auditor formal papers to permit the payment.

The specific case to which the Finance Commission took exception involved the extension and widening of Stuart Street. This proceeding disclosed two rather amazing practices. The first is the speculation in awards from which an appeal has been taken pending a decision on the appeal. The second involves the appearance of individuals acting as experts in the appraisal of property for the purpose of determining awards for damage, who actually were the owners of the property in question. With respect to the first, the report of the Finance Commission cites two cases in which owners of property "sold their claims for a trifle more than the city had awarded them to one who was willing to speculate and who in a short time procured from the city a 54 per cent increase in one case and a 28 per cent increase in the other over the original awards. Ordinary diligence on the part of the city authorities would have revealed the true ownership in these cases. These claims, presented by persons who were not owners at the time of the land-taking, should have been looked upon with suspicion. A trial in court would have saved the city the humiliation of having enriched speculators by paying a substantial amount more than the original owners were willing to accept." Permitting the second practice would seem to be indefensible.

Facts disclosed in the report of the Finance Commission with respect to the operation of the present policy of the city government of Boston in the above matters justify raising serious question as to the wisdom of that policy. Certainly no policy which offers the opportunity to traffic in damage claims against the city for speculative purposes can be construed as providing suitable protection of the public interest. As a means of correcting certain of the more flagrant defects in the present policy the commission recommends:

1. That in future street widenings the board of street commissioners hear the owners of land to be taken on the question of damages prior to making the awards.

2. That the street commissioners, having given the parties interested an opportunity to be heard, and having awarded damages, shall thereafter make no changes in the awards.

3. That all owners of property taken who refuse to accept their awards made by the street commissioners be left to their remedy in court.

It would appear to be of the utmost importance that the public of Boston should give hearty support to the Finance Commission in its efforts to remedy, what is, to say the least, a most demoralizing situation.

GOVERNMENTAL RESEARCH ASSOCIATION NOTES

EDITED BY ARCH MANDEL

William C. Beyer was appointed director of the Philadelphia Bureau of Municipal Research, of which organization he has been acting director since the resignation of Frederick P. Gruenberg on November 1, 1923. Mr. Beyer has been a member of the professional staff of the bureau since January, 1915, and was assistant director for five years.

Mr. Beyer, who is a national authority on problems of public employment, was in great measure responsible for the prominent part played by the bureau of municipal research in the movement for employment standardization in the civil service of Philadelphia. "Workingmen's Standard of Living in Philadelphia," "The Character and Functioning of Municipal Civil Service Commissions in the United States," "Employment Standardization in the Public Service," and "Comparative Salary Data" are works of which he is the author.

*

The Ohio Institute is just completing a budget bill for all taxing districts of the state. The principal features of the bill are a uniform fiscal year throughout the state; annual uniform financial reports; and a stricter enforcement of a balanced budget through prohibiting expenditures or obligations in excess of the money available.

School finance in Ohio is being studied a second time by the Ohio Institute for the Ohio State Teachers' Association. Particular attention will be devoted to the possible means of establishing and maintaining a specific minimum of schooling for all children throughout the state.

*

A Convention to Discuss Taxation and another on civil service will be held next September by the Citizens' Research Institute of Canada.

*

In Minneapolis, where a five-year improvement program has developed from requests of the various departments, the bureau took the position that there should be no official commitment to an amount to be spent in five years, not only because one body cannot bind its successor, but because conditions may change in future years. The value of a survey of possible needs lay chiefly in the better opportunity it affords the board of estimates in determining the limits of the 1925 program, according to the attitude of the bureau.

This position is in contrast to improvement programs such as were adopted in St. Louis and such as it is hoped to adopt in San Francisco, Kansas City, Dayton, and the school building program in Dayton. It is almost the universal practice now for cities to adopt officially school building programs to cover a period of years.

Minneapolis probably completes its public improvements expeditiously once it has decided upon them. As a rule, the past tense must be applied to a public improvement program that has been planned for a "five-year future," before the project is completed.

*

The Minneapolis Bureau's Work on a common system for roads and bridges in Hennepin County has been approved informally by the state public examiner and the principles laid down therein are being applied in other counties of the state by the examiner.

*

The Permanent Registration Law, largely drafted and the records designed by the Minneapolis Bureau, has made it possible to register up to May 31, 125,000 persons at a cost only slightly greater in the amount necessary to register one-fifth that number at a general registration day on May 31. This general registration day was required by law against the protests of those interested in the new act. The larger number of registrations under the new law were made accurately and in good form, while the 25,000 registrations on the general registration day, carried out by more than 600 registrars, are, as a rule, full of mistakes.

*

As a Result of an increase in membership of the Minneapolis Civic and Commerce Association, and in the annual income by over $40,000, the bureau, which is a part of the Commerce Association, will be enabled to enlarge its program of activities.

*

Mr. Robert Buechner, formerly on the staff of the Detroit Bureau of Governmental Research

and more recently city manager of Grand Ledge, Mich., has resigned the latter position, owing to the failure of the electorate to approve a city manager charter, and has accepted the position of city manager at Gladstone, Mich.

Mr. Buechner succeeds C. W. Ham, a graduate in the course of municipal administration at the University of Michigan, who becomes city manager of Pontiac.

✻

The Commission of Publicity and Efficiency of Toledo has recommended that an administrative survey be made of the municipal activities with a view to showing means by which the city can intelligently reduce this year's anticipated deficit and establish itself on a better financial basis in 1925. As a first step in the retrenchment program, the mayor and council have agreed to a 15 per cent cut in the salaries of all city employees, which may be put into effect either by a one month's vacation without pay or deduction from the monthly pay check.

Wendell F. Johnson, former secretary of the Commission of Publicity and Efficiency and more recently assistant director of the Toledo Social Service Federation, has gone to Harrisburg, Pa., as director of the Associated Charities in that city. Mr. Johnson takes with him experience in newspaper work, governmental research, as well as in the field of social service.

✻

A Recent Survey by the Commission of Publicity and Efficiency of Toledo revealed that Toledo is one of a few cities in the country in which property owners share a portion of the street lighting expense. At present this ratio is 50-50 for overhead wiring system and 85 per cent property owners and 15 per cent city for White Way or underground. In an effort to relieve the tax funds of a large portion of this burden, an ordinance has been introduced to increase the property owners' share to 98 per cent, which would reduce the city's annual cost of about $100,000 to $10,000.

✻

One-fifth, or $183,000, of the total Toledo police department appropriation in 1924 goes for traffic supervision according to a report recently made by the Toledo Commission of Publicity and Efficiency, and published in the Toledo *City Journal*. Since 1920 the traffic force has been increased from 54 to 110 men, largely by reason of detailing policemen to duty at school crossings. The city is seeking a means to make motor vehicle drivers, who benefit the most by this service, pay a proportion of this cost.

✻

The Taxpayers' Association of New Mexico, Rupert F. Asplund, director, is now engaged in supervising the preparation of county budgets. Under the law every county, city, town, and village in New Mexico must prepare an annual budget to be submitted to the state tax commission for its approval. For several years the Taxpayers' Association has co-operated with the state tax commission, working under its orders. In this budget work of the association, the director will visit twenty-one counties, where he will assist the local authorities in the preparation of their budgets. He will also assist the state tax commission in the consideration of those budgets.

✻

Milwaukee School Building Survey.—A special survey committee, appointed by the superintendent of schools as authorized by the board, recently reported a five-year school building and a ten-year sites program to the Milwaukee school board. Harold L. Henderson, director of the Citizens' Bureau of Municipal Research, was a member of the survey committee.

The report of this committee is part of the ten-year budget plan being developed by the board of estimates.

The report recommends the erection of nineteen new schools, housing 16,500 pupils and the acquisition of forty-five new sites mostly outside of the present city boundaries. The program calls for an expenditure of $8,438,000 and the report recommends that over $3,000,000 be raised by direct taxation, thus continuing the present practice of getting onto a "cash" basis for building all schools as soon as possible.

School enrollment was found to have increased at a rate nearly double that of city population. One hundred and fifty out of every 1,000 enrolled are in the high schools now, as compared with 87 ten years ago. It is anticipated that the enrollment will increase 13,000 in the next five years and 27,000 in ten years, while 3,900 is expected by annexation of new territory during the next decade. There is at present a shortage of 5,700 seats.

The committee used standard methods in laying out its program, giving consideration to local telephone company population prediction data, zoning law, arterial highways, street car lines, park areas, topography and distance to be traveled. A three-eighths radius was used in locating

elementary schools, three-fourths miles for junior high schools and one mile for senior high schools. It was recommended that five acres be purchased for elementary, seven or eight acres for junior and twelve acres for senior high schools, and in some instances, all three schools were to be grouped on one large site.

The committee urged the school board to determine, as soon as possible, policies as to the adoption of the junior high school plan, composite versus specialized high schools, size of classes and platoon schools as being vital factors in outlining the building program.

What might be considered unusual in the report was the recommendation of the purchase of forty-three sites outside of the present city limits. These sites are estimated to cost a little over $500,000 and are in line with sound future planning. The committee found it most difficult to obtain sites inside the city at reasonable figures. This difficulty forced the recommendation of the policy of acquiring sites outside of the city. While the real estate department of the city will attempt to deal directly with the owners of these sites, a proposed law was recommended, giving the city the right to condemn school sites within three miles of the city boundaries.

⚜

In Kansas City, the Public Service Institute is preparing the preliminary draft of the new city manager charter and Walter Matscheck, the director, has been appointed secretary to the charter commission.

The institute is also trying to arouse interest in a financial plan to cover a period of years and which will pull Kansas City out of its present financial difficulties, as well as take care of service and improvement needs that are piling up.

⚜

Campbell Russell, director of the Oklahoma County Bureau of Government Research, is also secretary of the State Taxpayers' Association, which was organized "for the purpose of making Oklahoma safe for taxpayers." Mr. Russell devoted most of his time last year to assist in deposing a governor considered undesirable.

Researchers will be interested in the bulletins and cartoons published by Mr. Russell's organization. Address, Campbell Russell, 1222 First National Bank Building, Oklahoma City, Okla. For a young organization, only a little over a year old, this research bureau has much to its credit.

The Municipal Research Bureau of Cleveland is undertaking a study of municipal markets. The objects of the study are to determine whether the earnings of the city owned markets are sufficient to pay the real costs of conducting these enterprises and what benefits are accruing to the citizens of Cleveland through their operations.

⚜

C. M. Young, secretary of the Des Moines Bureau of Municipal Research, sent in a copy of the new Iowa budget law. An interesting feature of the law is the powers granted the budget director, who may conduct hearings, render decisions, adopt the rules governing appeals and hearings, and has the power to subpoena witnesses, administer oaths and to compel witnesses to produce documents and any information essential to the matter under investigation.

⚜

The Institute for Government Research is busily engaged in installing in the federal departments the system of accounting and reporting for operating services that was devised by the institute and approved by the comptroller general, who is responsible for prescribing it for the government. In addition to this, the institute is issuing additional numbers to its series of service monograms.

Having heard so much about what the last session of congress has failed to do, it may be of interest to note a few accomplishments in respect to administrative matters, as reported by Mr. Willoughby of the Institute for Government Research:

1. The Joint Committee on Reorganization of the Administrative Branch of the Government submitted a report and a bill embodying its recommendations. While these recommendations do not go as far as those interested in reorganizing the administrative services would like, the steps taken are in the right direction, and a great improvement would result if the bill would be adopted as now framed. The chief recommendations are:
    a. That the department of the interior, which consists of a large number of unrelated services, be broken up and that in its place a department of public works and public domain be created. This still leaves river and harbor improvements with the war department

but the fact that definite provision is made for a department of public works will, however, greatly strengthen the demand in the future for the addition to it of construction services until it secures jurisdiction over all work of this character.

b. That those services not related to the national finances be divorced from the treasury department, and that a department of education and relief be created. This department is intended to be a bifunctional one consisting of two branches, one dealing with education and the other dealing with public health and relief through such agencies as the veterans' bureau.

2. The House passed a bill providing for the abolishment of the personnel board, which was created by the reclassification act of 1923 to administer the provisions of this act. The bill passed vests all of the duties of this board in the civil service commission. This bill was favorably reported in the Senate, but final action was not taken upon it.

3. Congress passed what was known as the Rogers bill providing for a thorough reorganization of the diplomatic and consular services. This bill is in all respects an excellent one. It combines the two services into a single service known as the foreign service, so that from the personnel standpoint members are interchangeable between the consular and the foreign service up to but not including the ministers and ambassadors. The bill provides for nine grades, the highest receiving a salary of $9,000 a year, and permits of appointments to the rank of minister from the foreign service. The importance of the bill is that it erects this service into a definite career, members entering it from the bottom and being promoted up on the efficiency basis.

NOTES AND EVENTS

Move For Recall of Council.—Following some friction between the manager and the city council of Tulare, Calif., over the enforcement of a gambling ordinance and decision by the manager to enforce the law (which is nothing more than his duty), the manager was summarily removed to the displeasure of the law enforcement people. Petitions in excess of the necessary number were filed for the recall of the councilmen who voted to oust the manager, but the council refused to accept them. Mandamus proceedings have been instituted and the matter comes up for hearing as we go to press.

✠

City Solicitor for Forty Years.—Sir Homewood Crawford, city solicitor of the city of London for forty years, is retiring this summer. As readers of the REVIEW well know, the duties of an English city solicitor are various and responsible, and the fact that the retiring incumbent has served so long, being re-elected each year by the Court of Common Council, testifies to the high service of Sir Homewood and the sound practice of retaining competent officials regardless of national politics which Americans usually attribute to English municipalities. Sir Homewood's predecessor served twenty-three years. When a city finds a good man it is a wise practice to hold to him.

✠

Is Advertising a Proper Use of Taxpayers' Money?—The corporation of the city of Hull, England, believing that the time had come to adopt a policy of municipal advertising to overcome the losses sustained during the war undertook to levy a special advertising tax to promote the industrial opportunities of the place. The Home Office, however, disapproved of this departure and the proposal was withdrawn. The grounds were that, if permission for such expenditures were given to Hull, other cities which did not possess the power would be placed at a disadvantage, and if the privilege were given to all it would result in competitive advertising of no benefit to the country at large. However, there is evidence that other municipalities are also anxious to advertise their opportunities, and it is probable that the power to do so from the tax rates will be extended by general bill which will put all cities on an equality.

✠

Dayton to Honor Memory of John H. Patterson.—Immediately following Mr. Patterson's death, in 1922, the city council of Dayton appointed a commission to prepare suggestions for a suitable memorial to the distinguished manufacturer and citizen. The recommendations of the commission, which have been just announced, call for an equestrian statue of Mr. Patterson to be erected in Hills and Dales Park, which was his gift to the city in 1918, and for the building of a memorial boulevard to be named the Patterson Boulevard. This boulevard will give an outlet paralleling the pike to Cincinnati and will run through Hills and Dales Park.

The city council has since appointed a committee of twenty-five to raise $50,000 for the erection of the statue.

✠

City Manager Maliciously Indicted.—In view of the publicity which has been given in certain quarters to the indictment of Manager O. E. Carr of Dubuque for participation in an election for councilmen contrary to the laws of Iowa, we have gone to considerable trouble to learn the true facts for our readers.

Mr. Carr, who has the support of the vast majority of the citizens of Dubuque, has since the beginning of his administration been under attack from a small group of disgruntled politicians who have found that the new form of government has eliminated them from their old positions of influence. For the most part this attack has been bitterly personal and has found expression in a local sheet formerly called the *Dubuque Labor Leader*, but now called simply the *Dubuque Leader*, the word "Labor" having been removed at the command of the labor organizations. Carefully avoiding liability under the libel laws, the publisher of this paper gave voice to various slurs and innuendos reflecting upon the honesty and integrity of Mr. Carr. These the latter undertook to answer in an address before the Dubuque Good Government League devoted primarily to an exposition of what the city government had been doing for the people. He ex-

pressly disavowed any intention of influencing the election, and there is nothing in his speech which can be twisted into support for any candidate.

On the basis of this address Carr was indicted. The case has not yet come to trial and it is doubtful if it ever will. The city manager was merely exercising his right to defend himself against charges of a personal kind. It has been stated by persons who helped draft the city manager law that it was never the intention to deny to the manager his constitutional right of free speech in a situation such as this. The sole purpose was to prohibit him from engaging in political manipulations with a view to retaining himself in office.

✻

The Poolroom Replaces the Saloon.—The June *Bulletin* of the Cincinnati Women's Club carries a report on poolrooms which shows that the vices formerly the particular possession of the saloon have been bequeathed to the poolroom. The poolroom has never had a too savory reputation. All too often it is merely a blind to conceal questionable activities of the proprietor.

Based upon the estimate of the Cleveland survey of 1919, that the average profit of a three-table room is only $12 a week, most of the Cincinnati poolrooms are losing money unless the owner utilizes other methods of profit making. In Cincinnati only 74 out of 295 licensed poolrooms have as many as three tables. Only 27 have six tables which is the minimum necessary to earn a living wage from the earnings of the game. Usually there must be a supplementary source of income. This in some cases is another business, such as a soft-drink establishment, barber shop, or lunchroom; and in some cases, other employment during the day. In a very large number, however, the poolroom is obviously made to yield a profit by means of illegal gambling or other even more dubious methods.

In short, the poolroom frequently camouflages vastly more profitable but vicious enterprises. Fifty-five of the 109 Cincinnati poolrooms on which records were kept last year were involved in law violations one or more times. The charges with which they were connected include almost every conceivable crime. On or about the premises of four, murders were committed. The most common charges were gambling, loitering, illegal possession of liquor, and disorderly conduct. Other charges include checking of guns and knives, conducting a pawnshop without license, receiving stolen goods, selling narcotics, running a disorderly house, and manslaughter.

The conclusion is reached that Cincinnati is behind many other cities in poolroom control. More careful regulation through more careful licensing and special inspections is recommended.

✻

The Smoke Nuisance in England.—Those who have seen London and New York, and Sheffield and Pittsburgh under similar weather conditions cannot fail to have compared the heavy pall of smoke which overhangs the English cities with the relative clearness and cleanliness of buildings in American cities, says a writer in a recent number of the London *Municipal Journal*. In England the nuisance is principally due to the bituminous coal burned in domestic grates. Central heating of houses and offices and the use of anthracite and coke account for the comparative absence of smoke in America. Anti-smoke regulations are also enforced with more severity on this side of the Atlantic.

Private enterprise has done much to reduce the waste in large industrial establishments, but the bulk of the waste cannot be reached without further legislation to control domestic fires. Experts have long known how to reduce it but have been handicapped by the apathy of the public, although more wealth has been squandered since the war by the improper use of fuel than would have paid the national debt to America.

The author of the article recommends the low temperature distillation of coal to supply domestic fuel with just enough volatile matter to make it burn easily and yet without smoke. He estimates that enough oil would be recovered by this process to meet the needs of the country. For industrial plants he recommends fuel in powdered form. The fuel is ground very fine and when mixed with the proper proportion of air burns like a heavy gas with a long hot flame. The Ford Motor Company is a prominent user of powdered coal in eight boilers which are twice as large as any other in England.

✻

Philadelphia's Experiments with Traffic Control.—"Twenty-five years ago," remarked one of General Butler's traffic aides, "they sent us out at seven o'clock in the morning to arrest speeders on bicycles."

That was largely the measure of the official grasp of the traffic problem previous to the advent of General Butler in Philadelphia. His experiments with traffic control and regulation

are the most comprehensive the city has known. Synchronization of traffic in the down-town section and on "feeder" streets within the largest possible radius of City Hall, with each main thoroughfare in charge of a lieutenant of traffic, is the plan which he is working to establish. The control light installed in City Hall tower, regulating north and south, and east and west traffic has already materially speeded up traffic and practically overcome congestion due to "bunching" at single control stations. Under the old system, the run from the northern city limit (6900 North) to City Hall averaged between forty and forty-five minutes. Under the new system now in operation the average is twenty-five minutes.

In working out the details of this plan, Director Butler is striving to effect a maximum use of every street, the use of every available foot of the street with proper and reasonable provision for loading and unloading. The ultimate elimination of parking in the center of the city, the establishment of "utility" streets to permit the diversion of "local" traffic, to give through traffic an uninterrupted route, and the diversion of heavy truck traffic from main thoroughfares are included in the new plan.

In the present experiments, General Butler is giving due consideration to every phase of the situation, including the effect upon the business man and the protection of pedestrians as a necessary part of the success of any plan for traffic regulation. His success in solving the problem will be limited only by the engineering obstacles which affect the situation,—the unfortunate but inevitable consequence of the absence of a comprehensive plan in the development of the city.

MILLARD B. SIMMONS.

✤

Civil Service in Ohio Ten Years Afterwards.—The Citizens' League of Cleveland has recently published a report on the first ten years of the merit system in Ohio under the laws passed in fulfillment of the constitutional amendment adopted in 1912, requiring that appointments in the civil service in state, county and city be "made in accordance with merit, to be ascertained as far as practicable by competitive examinations." Although the amendment is of universal application, less than half of the public service of the state and its subdivisions is on the merit basis. Practically none of the county employees of Cuyahoga county and only half of the city employees of Cleveland are appointed from eligible lists.

The present state law, somewhat weakened by amendments since its passage in 1913, gives the state civil service commission jurisdiction over the employees of the state, counties, school districts (except teachers), and cities not under home rule charters. Even in so-called charter cities the state commission can take steps to have delinquent commissions removed and can appoint commissions in those cities which fail to do so. Clearly legal means exist in Ohio by which the merit system could have been in full swing in practically all services of the government.

But the accomplishment has been far short of this. In the state service, the League reports, the records are well kept and the commission is exercising a fairly close supervision. In the county service, however, the situation is entirely different. The state commission has formal control over only twelve of the eighty-six counties. Of the 370 employees of Cuyahoga county, only 33 were appointed as a result of competitive examination. Supervision by the state commission over the cities has been fragmentary. The cities have been left largely to their own devices and in some the municipal commissions are functioning properly, in others not.

The reason for the failure of the state commission to carry out the mandates of law are that the commissions, both state and local, have been filled by men who are not in sympathy with the merit principle. The legislature, and the city councils, furthermore, have crippled the commissions by insufficient appropriations. It is evident that official opinion is opposed to the merit principle and public sentiment in favor of it, although the majority in favor of the constitutional amendment was more than 100,000, has not been vigorously enough expressed.

✤

Loan Scandal in Cuyahoga County (Cleveland).—During this year of political exposes Clevelanders have not been without their own "thrillers." The recent failure of a local savings and loan company brought to light a situation capable of further disturbing the harassed taxpayer. The company, known as the Municipal Savings and Loan Co., had during recent months secured deposits of county funds to the extent of $1,400,000. The company became financially embarrassed and the question arose as to the safety of this money representing part of recent tax collections. To be sure, the deposits were

covered by surety bonds but two complications came to light.

1. The state law seems clearly to allow deposit of county funds in banks and trust companies only.

2. The underwriters of the surety for the larger part of the sum proved to be Lloyds, England, who are not licensed to do business in Ohio.

There seemed no immediate prospect of the savings and loan company being able to honor the county's claim, so interest centered around the question of whether the county would be able to collect from the surety companies. Lloyds indicated that they would follow the lead of the American surety companies involved. These companies, however, did not attempt to escape liability upon the claim that the deposits were illegally made. Upon the receipt of payments to the county from the American companies, Lloyds proceeded to forward remittances to cover its share, $850,000. At this writing $715,000 of this amount has been received by the county.

The county commissioners defended their action in depositing the $1,400,000 in an institution which is neither a bank or a trust company upon the grounds that the saving and loan company was willing to pay a substantially higher interest rate than the banks pay on county funds. Nevertheless, newspaper and citizen criticism of these officials has been pointed and energetic. As yet, however, no steps have been taken to actually test the legality of the commissioners' action. The fact that the county's money is being restored by the surety companies is relieving the extremely tenuous position of these officials. Whether the savings and loan company, now in the hands of receivers, will eventually be able to meet in full the claims to its depositors is still in doubt.

Iowa's New State and Local Budget Law.—A special session of the Iowa legislature was called by Governor Kendall for the purpose of revising the Iowa code, which is a volume, several thousand pages in length. The legislature met December 4, 1923, and was in session 145 days. It was presented with the work of the code revision commission, but the members of the legislature did not, in many instances, abide by it. More than three thousand sections of the law, cluttered up by much dead and obsolete material, were brought up to date. Provisions were clarified and conflicts in the law remedied. Amongst other laws, the insurance act, the prohibition law, the game and fish laws, the corrupt practices act, and the banking, workmen's compensation, and absent voters laws were strengthened and broadened.

Although the legislature in the early days of the session had decided to bar new legislation during code revision, it soon became evident that changing conditions required legislative treatment. Accordingly, a number of new proposals were enacted into law.

Of these measures the most important is the budget law. In brief it provides for a budget system both for the state government and for municipal corporations. A director of the budget, following the federal model, to be appointed by the governor with the consent of the senate, at a salary to be determined by the executive council of the state, is put in charge of the budget system. His term is six years. The administrative departments and the independent administrative establishments of the state are required to submit to the director on September 1, 1924, and on or before August 1 in every second year thereafter, a statement of the receipts for the preceding biennium and an estimate of the needs for the ensuing biennium together with the reasons for the requests made. The director is permitted to increase or decrease the departmental requests. He is also to make an estimate of the receipts which will be required to meet the financial needs of the departments. The director submits the budget to the governor, who is required to present it to the legislature at the time he delivers his biennial message. The legislature is given complete freedom in dealing with the recommendations of the director.

With respect to local budgets the law provides that each of the governing boards of the counties, cities, towns, townships, school districts, road and drainage districts of the state prepare a statement of the estimated income and needs of the corporation. No municipality is permitted in any year to certify any tax or assessment on property until the taxing authority estimates: (1) the amount of income which may be derived from sources other than taxation; (2) the amount proposed to be raised by taxation; (3) the amount to be expended for the ensuing fiscal year; (4) a comparison of the amounts to be spent with the amounts expended for the two preceding years.

The director of the budget of the state is em-

powered to "exercise general supervision over the certifying boards[1] and levying boards of all municipalities with respect to budgets" and to "prescribe for them all necessary rules, instructions, forms, and schedules." More particularly, it is provided that the director shall prescribe the manner and form in which estimates are to be itemized and classified. Furthermore, it is his duty to prescribe rules and provide blanks by which the budgets of various municipalities shall be certified by the chairman of the certifying board or levying board to the county auditor. The county auditor is required to prepare a summary of each budget showing the condition of the various funds for the fiscal year and this summary is to be printed as part of the annual financial report of the county auditor, a copy of which is to be certified by him to the director. Municipalities are permitted, subject to the approval of the director, to transfer money from one fund to another.

GEDDES W. RUTHERFORD.[2]

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Automobile Saturation Point in New York to be Reached in 1950.—Although there is already in New York city a motor vehicle for every sixteen persons and in the region known as New York and its Environs a motor vehicle for every seven persons, the automobile saturation point in this region probably will not be reached until 1950 when it is expected there will be 16,800,000 persons and a motor vehicle for every three and one-half persons in the region.

This conclusion was reached in a report presented at the regional traffic conference held last May in New York under the auspices of the Committee on the Regional Plan of New York and its Environs, attended by representatives of 411 cities and towns within a radius of fifty miles of New York city.

The report was prepared by E. P. Goodrich and Harold M. Lewis. Continuing it says:

In New York city alone there were in 1923 about 265,000 passenger cars, 79,000 motor trucks, and 20,000 omnibuses. There were in the entire city about forty-five persons per motor vehicle in 1916, and in 1923 this figure had been reduced to about sixteen persons per vehicle. It appears that in 1930 there will be about eight persons per motor vehicle, or a total in New York city of about 835,000 vehicles based upon an estimated population of 6,700,000.

By the year 1950 the number of persons per vehicle will probably have become quite stable and from that date the number of vehicles will more closely follow the population, provided, of course, that some other form of transportation does not supersede the automobile. Assuming five persons per motor vehicle in the year 1960, a reasonable conclusion from the curve showing the change in this factor, there would be at that date approximately 1,340,000 motor vehicles within New York city.

Making a similar study for the entire area and dividing it into New York city and the balance of the area, or the environs, it appears that the number of persons per motor vehicle is much lower in the outlying parts than in the center of the area. There were in the environs about seven persons per vehicle in 1923 in contrast with sixteen in the city itself. As already pointed out, the tendency would be for the ultimate number of persons per motor vehicle to be lower in the entire area than in New York city. Assuming a ratio of three and one-half persons per vehicle in 1960 this would mean that in that year with the estimated population of 19,000,000, there would be 5,430,000 motor vehicles registered within the entire area, or 35 per cent of the total United States registration for the year 1923. These figures are given as an indication of what this district is heading towards at the present time and to point out the need for such constructive planning as will avoid any such future congestion.

The report, incidentally, reveals the interesting fact that of the 20,000,000 motor vehicles which had been produced up to the end of 1923, only about 5,600,000 or 28 per cent had been scrapped. It appears, says this report, that the average life of a motor vehicle has been increasing and is now about six and one-half years.

A serious phase of the problem is the number of persons killed and injured each year. Approximately 2,030 persons were killed by motor vehicle accidents in New York and vicinity in 1923. In that year the death rate from automobiles was five times as large as that from typhoid fever.

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How Long Can We Stand This Pace?—Under this caption the *Minneapolitan*, the weekly publication of the Minneapolis Civic and Commerce Association, publishes the following:

It is a more or less commonly accepted theory that there should be a direct relationship between the increase in population, tax rates, valuation and bonded debt of a community. Whether or

[1] Certifying board means any public body which has the power to certify any tax to be levied or sum of money to be collected by taxation. Levying boards means the board of supervisors of the county and any other public body or corporation that has power to levy a tax.

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not this be true, no one has ever yet worked out the theoretical relationship in practical terms.

During the period from 1890 to 1923, population has increased from 164,700 to approximately 410,000 or 149 per cent. The tax rate for city purposes only has increased from 14.4 mills to 58.7 mills or an increase of 44.3 mills. This represents an increase of 307.6 per cent. The tax rate for all purposes, that is, city, county and state, has increased from 19.3 mills to 74.3 —an increase of 55 mills or percentage increase of 284.9. It will thus appear that the rate of taxation within the city has increased more rapidly than that of the total rate for all purposes.

The bonded debt of the city has increased from $7,457,000 in 1890 to a little more than $50,000,000 at the close of 1923. This is an increase of almost $42,600,000 or 569.6 per cent. The assessed valuation of property, has changed from $135,811,000 in 1890 to $278,900,000 in 1923. This is an increase of $143,000,000 or 105.3 per cent.

Thus it will be seen that the factors that have been increasing at the nearest direct ratio are population and valuation. The former increased 149 per cent and the valuation 105 per cent. In the meantime, public services of all kinds have multiplied at such a rapid rate that the demands of the citizens have far outstripped the ability of property to keep pace in increased value in order to produce the revenue necessary to pay the costs of governmental activities.

Another fact of special interest is the relationship between tax rate and debt. The increase from 1890 to 1923 in tax rate for city purposes was 307.6 per cent; over the same period the increase in gross bonded debt was 569.6 per cent. This means that the debt of the city increased one and one-half times faster than the tax rate. The natural question to ask is the reason for this increase. The answer is, that activities that citizens believe are needed have increased so fast, both in number and in cost of development and operation, that it has become necessary to resort to long-time borrowing rather than to pay out-of-hand. It means school buildings, play grounds, parks, perhaps more than any other public service but it also means pavements, sewers, grading of streets, bridges, hospitals and similar institutions.

One thing more, it means that Minneapolis must face seriously in the near future the question of how far it can continue to widen the ratio between valuation, tax rate and bonded debt before it will decide to change its policy from long time borrowing to pay-as-you-go.

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New Los Angeles Charter Carries.—The Los Angeles city charter, which was commented on in the March Review, was overwhelmingly carried at the election on May 6. 126,031 voted yes, and 19,403 voted no. At the same election 88,328 voted for the alternative district representation feature of the charter and 53,008 voted against it. It will be seen, therefore, that probably a majority of those who voted for the charter voted for a return in Los Angeles to a modified ward plan of representation in the city council. The city council ruled that the election-at-large feature of the charter carried along with the charter because it received more votes than the alternative provision. The District Representation League which has for some years been asking for a return to the ward plan, will contest this decision in the courts.

Most of the voters in Los Angeles are pleased by the results of the charter election because the new instrument is without question superior to the old one. There was little disposition on the part of the electorate to defeat the charter because it did not give everything that had been asked for at the meetings of the board of freeholders.

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City County Consolidation Defeated in Butte.—The referendum upon the consolidation of Butte (Montana) and Silver Bow County under a charter by Dr. A. R. Hatton was defeated at the special election in May by about 600 votes. Our readers are familiar with the charter which provides for a city-county manager and which was passed by the legislature in accordance with a constitutional amendment authorizing city-county consolidation.

Until shortly before the election, there was every appearance that the charter would be accepted by the people. In the last few weeks, however, the politicians got in their hard work and were victorious in an election featured by much repeating. The machine which had full control of the election machinery seems to have voted at least a thousand ringers, and the attorney general has started an investigation which will probably send some persons to the penitentiary. Those who worked for consolidation are convinced that clean and efficient government is needed more than they realized when they started out.

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A Correction.—In the table on Page 209 of the April REVIEW it was stated that the state agency administering the state gasoline tax in California is the State Tax Commission. It was erroneously stated. This tax is administered by the State Board of Equalization.